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ABSTRACT

Conducted as a step toward developing a philosophy of community-wide services to bring the county's citizens and their libraries closer together, this community analysis is divided into two parts, the first focusing on the community, and the second on the public library system. The first section covers the following topics: locale and environment, history, demography and housing characteristics, transportation, communication facilities, government, human service agencies, health care, education, the economy, organizations, religion, leisure activities, and societal attitudes. The second section deals with library organization and operation, library use studies, community analysis implications, and recommendations. Provided are 48 tables, 39 graphs, 14 maps, eight appendices, and a bibliography for each major section. (RBF)

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CUMBERLAND COUNTY--

The Community and its Libraries

by
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COUNTY COMMISSIONERS' PREFACE

No community can hope to achieve its potential--achievement of a healthy, satisfying, and prosperous way of life for all its citizens--unless it understands itself. That understanding can come about only through a careful study of the capabilities, characteristics, and functions of its various elements.

The community analysis which follows is designed to serve as an important step in the process of understanding the Cumberland County community. It provides many answers, but also raises questions. It presents a broad as well as in-depth view of the community in order to serve as a basis for the development of plans and programs designed to enhance the lives of our people. Although the primary purpose of the study is to improve public library service to the community, it should not--must not--be limited to that specific, if very worthy, goal. The reader can use it as a basis for studies in other areas and for development of a wide range of activities.

The community analysis presents a favorable picture of Cumberland County. It shows it as a county blessed by an excellent location and filled with industrious people who have worked hard to create an infrastructure and standard of living which place it near the top of Pennsylvania's counties.

We commend the effort which went into this analysis and urge you to read it, study it, and build upon it.

Jacob A. Myers
Nelson A. Punt
Rosemarie C. Peiffer

AUTHOR'S PREFACE

This community analysis grew from a perceived need by the Cumberland County Library System (CCLS) and its individual libraries to evaluate present services, improve them as needed, and develop additional ones based on the actual, rather than assumed, needs of the community. It was seen as a positive and much-needed first step in developing a philosophy of community-wide service designed to bring the county's citizens and their libraries closer together.

The analysis was planned and money was sought for its inception beginning in 1979 by Constance C. Hey, former CCLS Coordinator. As the plan developed, a secondary purpose was formulated: to make the analysis useful as a planning tool for many segments of the community, public and private. A project application was submitted through the State Library of Pennsylvania for a grant under Title I, Library Services and Construction Act (LSCA). The grant was subsequently approved. A Community Analysis Coordinator was hired to begin work on April 1, 1980.

As the person hired for this task, I have had a unique opportunity to bring together many different skills and experiences on a project of considerable utility to an entire community. I have had the good fortune to work with many helpful, industrious, intelligent persons in all walks of life from various parts of the county and elsewhere. I have been paid for the experience of gaining knowledge about the county in just a few months that many people have taken years to absorb in the course of day-to-day living.

Many persons directly influenced the course of this community analysis by their guidance, assistance, and provision of information.

Special appreciation must go to three persons with whom I worked on a daily basis: (1) Constance Hey, who hired and inspired me during the early days of the project; (2) Barbara Kibler, the present CCLS Coordinator, who devoted so much time and gave so unstintingly of her quick intelligence and sense of humor to the project even while she was learning the unfamiliar tasks of her new job; and (3) Mary Rosenbaum, who went far beyond her designated duties as CCLS Clerk-Typist to add her own high intelligence and good humor to nearly every phase of the project.

Appreciation is also extended to several persons whose part-time efforts were vital to completion of the report. Pearl Sherling, my wife, worked under difficult circumstances serving as a reader and as the person who completed the graphics. Mary Beth Hickman, the former CCLS Clerk-Typist, set aside her family responsibilities for a very busy month of typing this lengthy report. Cindy Troeger, a student intern from Dickinson College, worked very closely with me as a data gatherer, data organizer, and proofreader during the critical three-month period in which the first rough draft of the report was being organized and put onto paper.

Almost from the beginning of the project, a Steering Committee composed of persons from throughout the area provided suggestions, guidance, data, and moral support which were invaluable for every phase of the project. The members of the committee were: Robert Hendershot (Camp Hill), Assistant Director for Research--Minority Staff, Pennsylvania House of Representatives; Ruth Hodge (Carlisle), Chief of Technical Services, U.S. Army Military History Institute; Mary Honsel (Boiling Springs), highly active in several local organizations; Shelby Hornbaker (Newville), former Newville Borough Secretary; Chuck Larsen (Perry County), Manager, WHYL Radio; Philip McClain, (Carlisle), Cumberland County Planning Commissioner; and Adele Smith (Dauphin County), Hemlock Girl Scout Council.

Completion of the project was made much easier because of the cooperation and assistance of each of the CCLS Library Directors and many of their librarians. Despite heavy workloads of their own, they never failed to give me their full cooperation, the benefit of their considerable knowledge, and steady encouragement. They are true professionals with a keen sense of duty to serve the public.

Many persons in addition to those already mentioned provided data for this study. In fact, one of the most pleasant things about this project was the willingness--even eagerness--of about 97 per cent of the persons contacted to furnish the information. Among them were:

Dr. Paul V. Adams, Assistant Chairperson, Department of History & Philosophy, Shippensburg State College

Dr. John E. Benhart, Chairperson, Department of Geography & Earth Science, Shippensburg State College

Anne Boyle, State Health Center, Carlisle

Dr. Orr N. Brenneman, Assistant Superintendent, Cumberland Valley School District

Personnel of the Bureau of Mediation, Pennsylvania Department of Labor & Statistics

Nancy Coover, R.N., Tri-County Family Planning Services

Hal J. DeRolph, Senior Staff Associate, United Way of Pennsylvania

Duane G. Duncan, Cumberland County Cooperative Extension Service

Clifford Goodall, Chief Meteorologist, National Weather Service, Harrisburg, Pa.

John W. Grane, Editor-Manager, *The Valley Times Star* (Newville)

Irwin L. Groninger, Chief Probation Officer, Cumberland County Probation Office

Personnel of the Health Data Center, Pennsylvania Department of Health

Evelyn Hodge, Carlisle

Richard Johns, Cumberland County Board of Assistance

Dr. Bruce Kessler, Professor of Government, Department of Government, Shippensburg State College

Amelia Lane, Director, and Gerald McCauslin, Assistant Director, Opportunities Industrialization Center

Personnel of the Municipal Statistics & Records Division, Pennsylvania Department of Community Affairs, especially Herbert Zearing

Rev. Msgr. Hugh A. Overbaugh, Chancellor, Diocese of Harrisburg

Elizabeth A. Owen, Librarian, Middle School West, Cumberland Valley School District

Dr. Herbert Perlman, Chairman, Department of Radiology, Carlisle Hospital

William V. Pinamonti, Cumberland County Director of Veterans' Affairs

Jeffrey A. Rousch, former Executive Director, Redevelopment & Housing Authority of Cumberland County

Charles F. Schwenk, Executive Director, Shippensburg Area Chamber of Commerce

Bradley H. Smith, Assistant Director, Center for Local & State Government, Shippensburg State College

David P. Stetson, Executive Vice President, Greater Carlisle Area Chamber of Commerce

Omar Syed, Tri-County Regional Planning Commission

Kay Whitehurst and Kathy Lichty, Center for Industrial Training

Theodore J. Wise, Supervisor, Operations Center, Cumberland County Office of Emergency Preparedness

James E. Wood, Vice President, Administrative Operations, Carlisle Hospital

There were others too numerous to mention at the federal, state, county, and municipal government levels who provided various kinds of information and documents. Special mention must be given, however, to the Cumberland County Commissioners, who gave their sponsorship and moral support to the project, and to Sally Trace of the Bureau of Library Development, State Library of Pennsylvania, who provided valuable suggestions based not only on her present position, but also on her own experience as the writer of an excellent community analysis report.

There was no shortage of volunteers to serve as readers of the entire draft report or particular segments of it. In addition to Sally Trace, Steering Committee members, and many persons connected with the Cumberland County Library System, special thanks go to others who served as readers: Dr. Paul V. Adams, Dr. Orr N. Brenneman, Pearl M. Sherling; Bradley H. Smith, and James E. Wood, all of whom were mentioned above; Lucy Kruger, Cumberland County Tourist Council; and Sandra Whittaker, Cumberland County Clerk.

One should not derive from the listing of these readers the idea that the report was written by committee. It was not. The readers gave freely of their corrections and suggestions. Many were adopted, but some were not included in the final report. The contents of this report--good or bad, correct or incorrect, interesting or dull--are my responsibility.

This brings us to the final point: the matter of who may be pleased or displeased by he contents of the report. In writing it, I had no loyalty to any master other than to professionalism: doing the most accurate study of which I was capable in the time alloted. My intent was not to write a document which pleases everyone. It was to describe a community at a particular point in time as I saw it on as factual a basis as possible. If some readers are pleased, so much the better. If some are displeased, I apologize for the discomfort and hope that a second reading or second thoughts by the reader will make the findings more palatable.

ANDREW M. SHERLING

Carlisle, Pa.
April, 1981

INTRODUCTION

This community analysis has been written with three goals in mind. The primary goal is to provide libraries of the Cumberland County Library System with a picture of the community served by them--a picture as up-to-date as possible-- in order for them to develop a unified philosophy of service and to determine service requirements based on actual user needs and desires. A secondary goal is to make available the same information to other individuals, groups, and agencies within the community for their own varied uses. Another secondary goal is to develop understanding and appreciation of CCLS libraries among the county's citizens.

What is a community analysis? It is a systematic process of data collection, organization, and analysis for the purpose of describing as accurately as possible a particular community. It examines the people, institutions, and physical and social forces of the community: its climate and topographical features, the history of the area, demographic characteristics and lifestyles of its people, and virtually all aspects of community life such as transportation, the economy, government, education, and leisure activities. The results of the analysis then provide a basis for assessing needs and resources, defining goals and objectives, and providing guidelines for evaluation.

The analysis is not a guide or listing of facilities in the county. Such guides and lists are readily available and several are included in the Bibliography of this report. The analysis tries to answer questions such as: Who are the people of Cumberland County? Where do they come from? How do they make their living? What are their beliefs? What are their hopes for the future? What does the future appear to be?

Further, it is a summary, a categorization, a picture of things and beings--natural and manmade--in the county. The community has not been easy to summarize, because of its diversity, which was a characteristic thread running through the entire report. Categorizations were sometimes obvious, but at other times were arbitrary, because of overlapping and multiple interrelationships among them. The picture is clear in some places, blurred in others.

Why make a community analysis? In general terms, a community is composed of many parts, those parts are interrelated, the interrelationships change, and the community changes. American community life is extraordinarily diverse and is constantly affected by profound changes in lifestyles and in the standard of living.

Cumberland County is typical of this diversity and change. The community is growing while it is changing and is changing in large measure because of that growth. Lifestyles are slowly but surely altering. The county is no longer a collection of small farming communities and slightly larger boroughs. It is essentially two communities: a sparsely populated, rural western half and a well populated, predominantely suburban, residential-commercial eastern half. (Some parts of the easternmost section are beginning to be urbanized.) Farming no longer holds predominance as an occupation--although it is both an occupation and a way of life in much of the rural areas. While the population is nearly all white, many black and oriental faces are appearing in larger numbers and in more places than ever before. Many newcomers--retirees, workers, and students--have settled in among the oldtimers.

Diversity and change are not always obvious. Many people look at a town and assume that the way it looks now is the way it has always looked. They may assume this even if they have lived in the area for ten or fifteen years. Slow changes do not impact heavily on one's consciousness. If changes are perceived, they are often perceived piecemeal: "There's a new housing development at the northeast edge of town," "We have a new shopping center," "Jones Manufacturing built a plant employing 120 people," "The Old Post Road was paved two years ago." Yet, no community is exactly like it was ten or fifteen years ago--and certainly not like it was 100 years ago. The structure of a population changes. Institutions change. Customs, methods, and interests change. New inventions change not only daily lives, but the very face of a community.

As with nearly all communities, there are impediments to change in Cumberland County: physical, political, fiscal, legal, and psychological. In the case of this county, the impediments are neither overly complex, plentiful, nor severe. They are amenable to analysis and can be overcome by thoughtful, reasoned understanding and planning. The county's people can look to the past with pride in their accomplishments and those of their forebearers, but cannot look to the past for

answers to the future. Any individual or organization wishing to keep up with changes taking place in almost every facet of life must plan ahead in order not to fall behind.

The question, "Why make a community analysis?" has been answered in general terms. In specific terms of library operations, the method is excellent for working toward the goal of making certain that a *public* library is the *public's* library, i.e., that library services relate to local needs.

A library in the 1980s can no longer be just a large monument serving as a town's repository of books--a large building of which everyone is proud, but into which relatively few enter. An effective library serves to at least sustain and hopefully enhance the quality of life for all citizens in the community. It does this by meeting the people's information needs, facilitating informal self-education, supplementing formal education, providing a means of wholesome recreation and constructive use of leisure time, and supporting the activities of various groups and organizations.

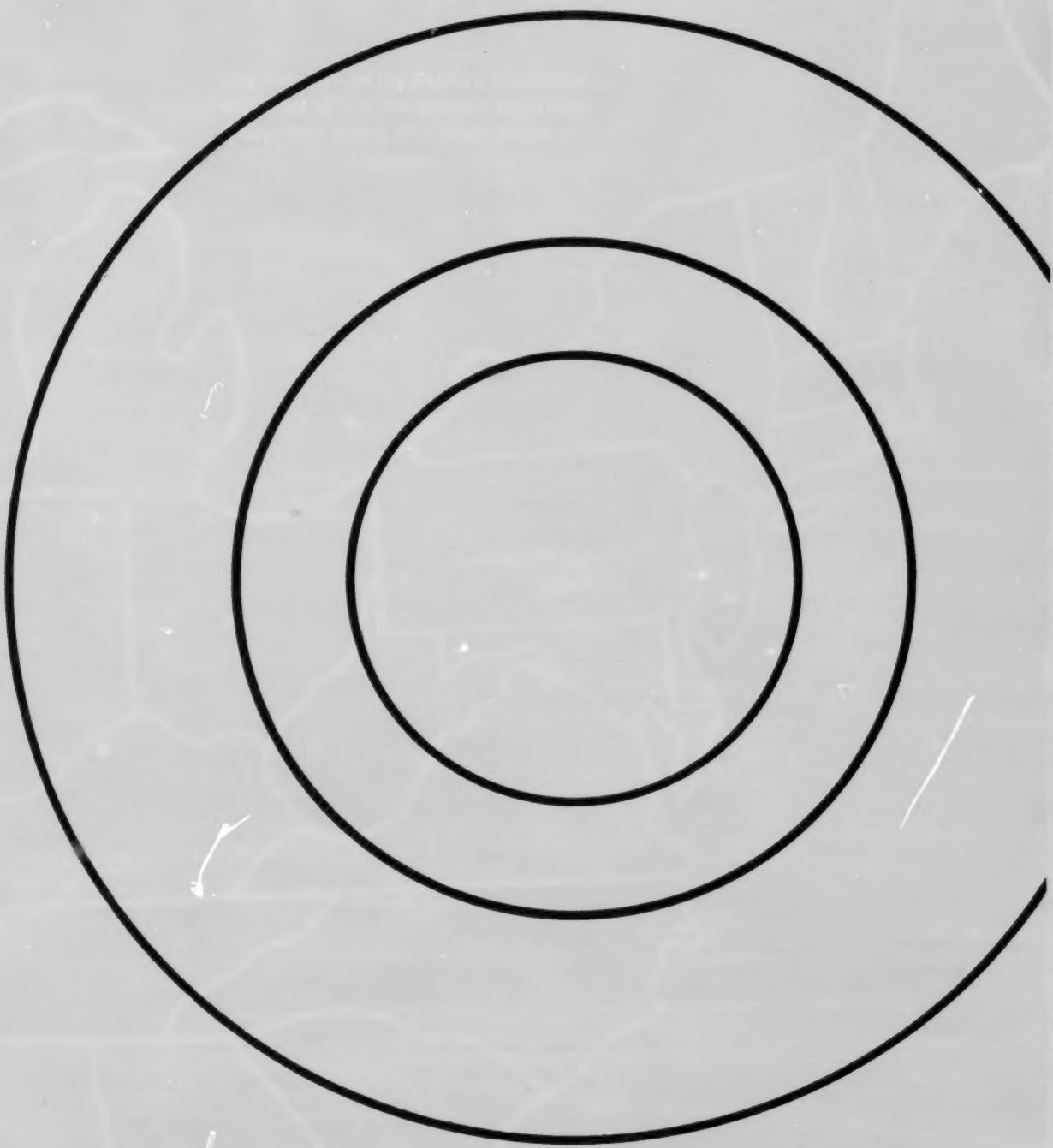
In order to best fulfill their responsibilities toward the community, libraries must be *active* rather than *reactive* institutions. They must *plan ahead* to anticipate and prepare for user needs. They must be *innovative* in providing tomorrow's services. Otherwise, the events of the present and changes in the future will leave libraries behind, make them anachronisms among tomorrow's institutions, result in their being overshadowed by other information/entertainment sources, and perhaps lead to their demise.

With considerable foresight, CCLS initiated this community analysis in order to ensure that its member libraries will be in the forefront of community service.

A variety of methods were used to conduct the analysis. Considerable research was done using books, periodicals, and public documents to gether data. Interviews, formal and informal, were held with approximately fifty persons. Questionnaires were sent to 217 organizations. The author's personal observation of the community in general and libraries in particular was an important factor in obtaining data and analyzing activities. This observation was done in various ways. For example, the author made a "walk-around"--actually a drive-around--of nearly every part of the county on two occasions, first in April and then in September, 1980, covering approximately 375 miles. He also visited each library at least three times specifically for the purpose of observing various aspects of the libraries' facilities and operations.

The reader should keep in mind three limitations which tend to detract from the overall findings of this community analysis. Firstly, Cumberland County is described in large measure as if it is an entity unto itself, which it is not. Virtually every aspect of life in the county interacts with similar or other aspects in nearby counties (especially), the state, the nation, and the world in general. Secondly, some data brought forth by the 1980 U.S. Census may change not only information, but conclusions based upon that information. Finally, the analysis would have benefited from a more detailed social history of the county--a social history for which there is data, but for which there was insufficient time or space due to financial constraints.

The report is divided into two parts which are very distinct from each other. It is possible to read either Part I, "The Community," or Part II, "The Libraries," without reading the other part in order to benefit from the analysis--although we hope this will not be the case. Readers who wish to get the essence of the entire report may do so by reading Chapter XVII, "Community Analysis Implications," and Chapter XVIII, "Recommendations."



PART I

THE COMMUNITY

CHAPTER I

LOCALE AND ENVIRONMENT

LOCALE

Cumberland County is located in the south-central portion of Pennsylvania along a wide, fertile valley between two chains of the great Appalachian range running from northeast to southwest across eastern and south-central Pennsylvania. The county is bordered by Blue Mountain[1] along the northern rim, South Mountain[2] to the south, and the Susquehanna River separating the eastern edge from Harrisburg, the state capital. The western edge of the county has no significant natural border. The western border is mostly outlined by small streams (Laughlin Run, Middle Spring Creek, and Shirley Run) lying in a generally northwest-southwest direction. The county covers approximately 355,200 acres or 555 square miles. It ranks only 40th in size among the state's 67 counties.

The county's neighbors are Perry County along the northern edge, Dauphin County across the Susquehanna to the east, York and Adams Counties along the southern border, and Franklin County (which shares the borough of Shippensburg) to the west.

TOPOGRAPHY AND GEOLOGY[3]

If one would take a flying sightseeing tour over the country, the following would be seen going from east to southwest along the center of the county. There is a very definite valley bordered by mountains along the north and south. The valley is not flat; it lies in gentle rolls along most of its length. The west shore of the Susquehanna is bordered by a well-developed commercial-industrial area which is soon intermixed with residential areas as one heads into the valley. For several miles, the area has a moderate-to-high density suburban character. About six miles into the county, open country becomes more noticeable, especially in the northern and southern portions of the valley. The built-up sections tend to straddle two main roads cutting through the center of the valley. Passing over Carlisle, one sees the built-up areas becoming more centrally located and surrounded by large expanses of farmland. Small wooded areas dot the landscape. Major roads running east to west and north to south are relatively straight and cover gradually rolling terrain. Minor roads, especially in the northern and northeastern sections, are winding and give the appearance of small roller coasters (an appearance even more evident to someone driving along them). By the time the halfway point in the county has been reached, farmland and rural non-farmland predominate, with only small settled areas here and there across the valley. Many trees are sprinkled across the land, but there are few densely wooded areas until one looks to the north, south, and south-central portions of the county, which are heavily wooded and mountainous.[4]

Except for Newville, there are no well-populated areas until one gets to Shippensburg.

Let us now deplane near Shippensburg and drive an automobile eastward through the county. One would notice certain characteristics missed from the air. Away from Shippensburg, one would find few commercial establishments, most of which would be connected with farming. One would see many farmhouses and barns hardly differing in outward appearance from those pictured in books about the county written in the middle of the 19th century. The southwestern portion of the county is sparsely settled. There are probably as many log cabins and log houses as there are homes with siding or shingle. If a northwestern route were taken, one would see a history of rural architecture: log houses (often covered with siding), stone houses, brick houses; Victorian era homes and modern ones; and stone, wooden, and brick barns. There are occasional mobile homes, especially as one drives eastward, but only a very few mobile home parks. The road network in the northwestern section is composed of narrow, paved, winding, roller-coaster roads. Many of them do not warrant the posted speed limits, because such speeds would be hazardous at best. No names are posted on some of the roads; others have picturesque names such as Hoot Owl, Mud-level, and Gobler Knob. There are many small churches, often with graveyards attached. Variations in farming may be seen: a modern tractor being driven by a man wearing a baseball cap; a Mennonite farmer with a broad-brimmed hat encouraging a five-horse team pulling a piece of farm equipment. The central valley opens up wider vistas of

farmland, gently rolling hills (none more than 500 feet above sea level), and the mountains on either side of the valley. Approaching Carlisle, one sees houses, small businesses, and industrial enterprises interspersed with cornfields--a common sight outside of Carlisle until one gets to the more densely populated eastern third of the county. From that point on, the rural ambience begins to blend into, and then almost disappears from, the increasingly modern suburban residential and commercial West Shore area.[5]

*****

Two major streams cross the county from west to east, both draining into the Susquehanna. The Conodoguinet rises in Franklin County and moves in a tortuous, snake-like course through the entire length of Cumberland County, of which it drains roughly two-thirds. The Yellow Breeches, which drains the southern third of the county, rises in southwestern Cumberland County and runs along the border between Cumberland and York Counties in the southeast. About 98 per cent of the county is drained by these two creeks and many smaller streams which feed into them. An additional 2.2 per cent is drained by three streams at the southwestern, southern, and eastern edges of the county.

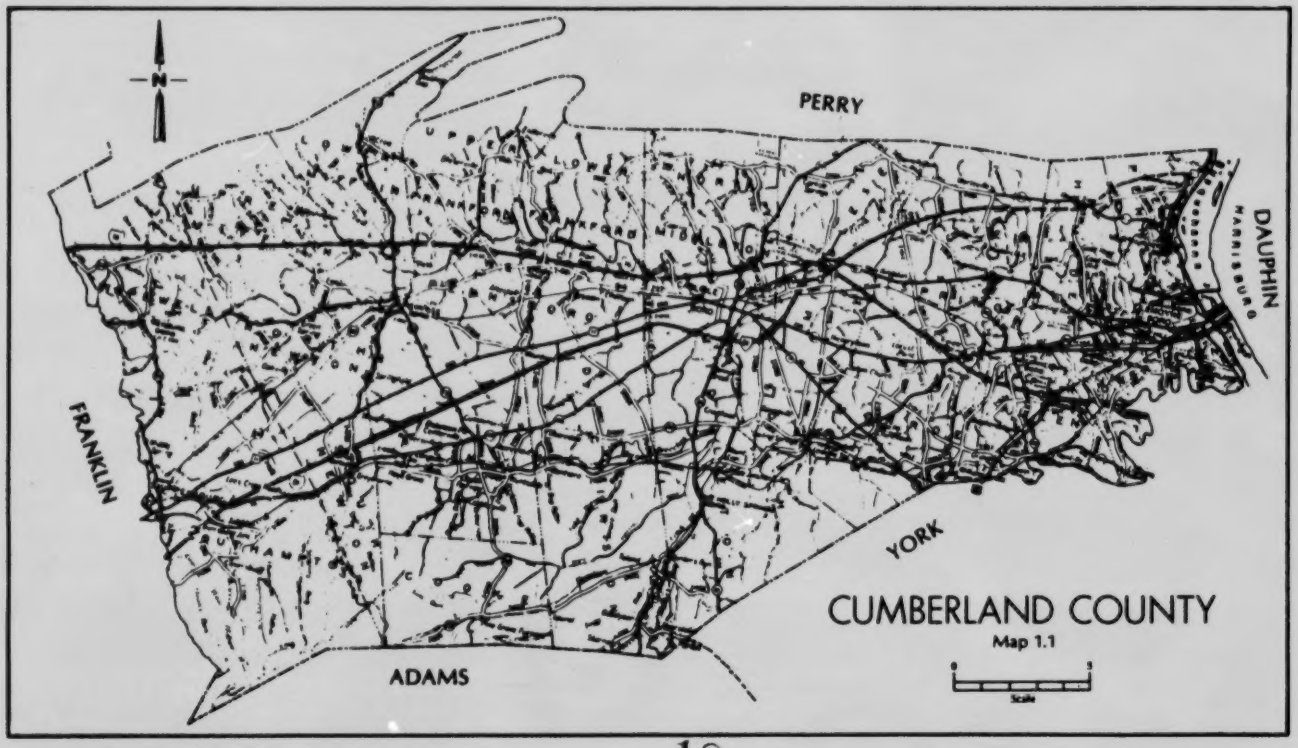
There are no natural lakes in the county, but there are a few manmade ones, all publicly owned, ranging from 2 to 68 acres. Farm ponds are fairly numerous.

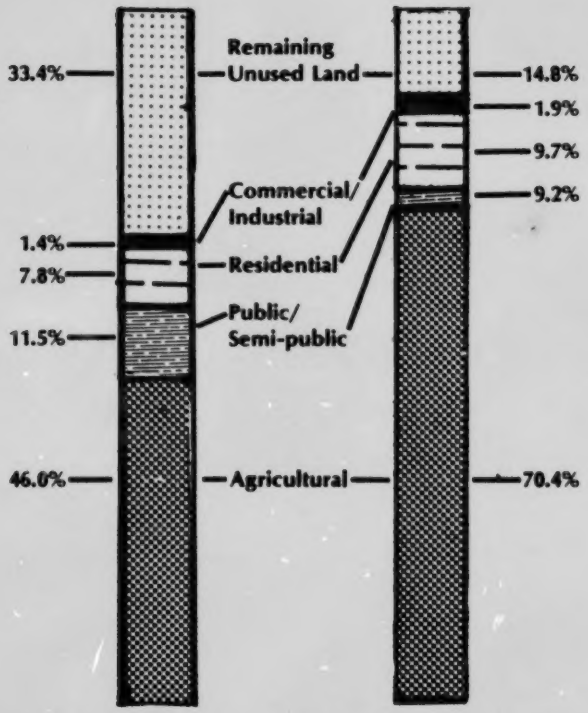
Approximately 30 per cent (107,500 acres) of the county is forested, mostly along the northern and southwestern mountainous areas. Only a few small heavily wooded areas exist along the valley. The forests contain an abundance of oak and hickory, with smaller amounts of elm, ash, maple, red maple, beech, birch, white pine and Virginia pitch pine.

The geology of the valley and the two mountain ranges paralleling it on the north and south are composed of rather definite geologic patterns. The northern high rim of the county consists of a sandstone substratum along its entire length. Below this rim is a wide belt of shale comprising the entire northern third of the county along the mountain slopes and well into the valley. The wide central portion of the valley consists of a limestone and dolomite base, providing a ready source of masonry material and excellent soil for farming. The southern and southwestern mountainous area is composed of generally alternating bands of quartzite and phyllite, metarhyocities and greenstone schist, and limestone. The eastern edge consists of relatively small areas of shale, sandstone, and limestone. Some iron ore and small traces of other ores exist in pockets or bands along the southern part of the county, but are not in sufficient quantities to make their extraction profitable.

The topography and geology described above have had a profound influence upon settlement patterns, transportation routes, agriculture, and commerce since the earliest days of man's settlement--not just the white man's settlement, but that of the Indians as well.

The following graph shows the primary uses to which the land in the county was being put as of 1978. The amount of acreage devoted to residential, commercial, industrial, and agricultural uses increased between 1975 and 1978, while the amount of public and semi-public land decreased to make up the difference.





Graph 1.1--Land Use in Cumberland County, 1975 and 1978 (in percentages).

Source: Tri-County Regional Planning Commission, *Program Report 1980 for Land Use, Housing, Economic Base, Program Management* (Harrisburg: Tri-County Regional Planning Commission, June, 1980), p. 11.

CLIMATE[6]

The weather's influence has been only slightly less significant upon patterns of life in the county than has topography. The area is dominated by atmospheric flow patterns common to Humid Continental type climate. The primary weather systems influencing the area originate in the Central Plains of the United States. As they travel eastward, they are gradually modified by the underlying topography. Moisture in the form of precipitation is often lost when the weather systems are lifted over the Appalachian Mountain Chain. Blue Mountain serves as a barrier providing a modifying influence upon the severe weather climate experienced 50 to 100 miles to the north and west.

A secondary pattern--the primary source of precipitation--is from the Gulf of Mexico northward.[7] Considerable moisture is picked up by storms developing and moving up along the southeastern coastline of the United States. This type of disturbance often brings moderate to heavy precipitation from the south and northeast to the Lower Susquehanna River area. During the winter when temperatures hover around the freezing mark, these storms, especially from the northeast, often lay heavy amounts of wet snow throughout the area.

Fog is also a common occurrence. It is caused by cool air being trapped in the valley and is removed only by slow burning off by the sun's rays or a vigorous change in air mass. "Fortunately, air masses change with some regularity, and any one condition does not persist for many days in succession."[8]

The air mass changes--most common in winter and spring--result from the normal succession of high and low pressure systems moving eastward across the United States.

> In the summer and fall, weather changes are less frequent due to a slow down of the general atmospheric circulation during the warmer months. Low pressure cyclonic systems usually dominate the area with southerly winds, rising temperatures, and some form of precipitation. The high pressure anti-cyclonic systems normally bring west to northwest winds, lowering temperatures, and clearing skies to the area.[9]

Wing describes the seasonal change less technically:

> The winter seldom sets in with severity until the latter part of December and commonly begins to moderate in February. Near the close of this latter month or early in March the snow disappears, and in the beginning of April the fruit trees blossom and vetetation commences. At this season, however, the atmosphere is often damp, chilly and stormy, and until the beginning of May there are frequent returns of wet and disagreeable weather. Owing to these changes, vegetation advances very unequally in different years, and the promising blossoms of the early spring are often blasted by the frosts of April and May.... The autumn is usually the most agreeable season. The mornings and evenings become cool about the middle of September, and soon after equinoctal rain and after the first frosts of November, commences that remarkable peculiarity of our climate, the "Indian Summer." This is a succession of delightfully pleasant days, in which the atmosphere is thinly veiled in a smoky haze, slightly intercepting the sun's rays, yet on the whole clear and cheerful.[10]

TABLE 1.1

METEOROLOGICAL CHARACTERISTICS, CUMBERLAND COUNTY

Item	Amount, Percentage, or Direction
Normal heating degree days (base 65°)	5,224
Normal cooling degree days (base 65°)	1,025
Normal annual precipitation	36.47"
Normal annual snowfall	34 - 36"
Normal per cent of possible sunshine daily	58%
Mean number of days 90° and above	23
Mean number of freeze free days	192
Mean number of days 0° and below	1
Mean number of days with snow cover 1" or more	50
Prevailing wind direction:	
May through October	W
November through April	WNW
Mean wind speed during the year	7.7
Mean monthly relative humidity:	
January	68%
April	62%
July	70%
October	75%

Source: National Oceanic and Atmospheric Administration,

Environmental Data and Information Service, National Climatic Center, *Local Climatological Data Annual Summary with Comparative Data 1979 Harrisburg, Pennsylvania* (Asheville, NC: NOAA National Climatic Center [1980]).

An examination of the meteorological data in Table 1.1 shows a distinct climatological pattern: variable weather, winds moderate from the west or northwest, an ample growing season with plenty of sunshine and sufficient (but not too much) rainfall, four distinctive seasons, a summer with moderate temperatures, a winter without uncomfortably low extreme temperatures and with a moderate amount of snow. In other words, the county has a varying climate which is good for agriculture, recreation, transportation, business activity, and the normal routines of daily life.

Unfortunately, nature does not always cooperate. Extremes have caused hardships. During September and October, 1947, there were thirty-five consecutive days with less than .01 inch of total precipitation. Precipitation was well below normal from 1963 to 1966. The severe drought of the summer of 1966 necessitated the installation for the first time of water meters in some communities. Lack of precipitation during 1980 caused moderate crop damage, dry wells, and increased danger of forest and field fires. These, and shorter, dry spells have affected agricultural production, water supplies, and recreational activities.

Hurricanes or tropical disturbances moving northward across the southern states bring with them heavy rainfalls and strong surface winds into the valley. These tropical storms approach and sometimes hit the area between June and November, causing light to moderate wind damage, light to heavy flooding, and varying degrees of damage to water supplies. Hurricanes with destructive winds rarely reach Cumberland County, but their occurrence is enough of a factor to be planned for by emergency preparedness agencies. on October 15, 1955, Hurricane Hazel struck with gale force winds which reached peak gusts of 80 m.p.h. There were two hurricanes within one week in mid-August, 1955--an unprecedented anomaly--but damage was relatively light. During June, 1972, Hurricane Agnes produced fifteen inches of rain within three days.

Tornadoes are also rare, but have briefly touched down in or near the county often enough to require alertness and caution by the populace. Other types of storms bringing high winds have caused damage and inconvenience. High winds accompanying storms in late June, 1980, resulted in sufficient damage to residences and businesses to allow the Small Business Administration to designate the county a disaster area.

Flooding has been a recurring problem in the valley. It is brought about by prolonged moderate or brief very heavy rains or by prolonged heavy snowmelt. Most flooding has occurred in very late winter or in the spring. Table 1.2 shows the dates and high water marks of the major floods of the Susquehanna River during the past two centuries. There have been at least fourteen other smaller Susquehanna River floods since 1968.

Susquehanna River flooding has not been isolated from flooding of the major and minor streams within Cumberland County. Such flooding has been most prevalent in the eastern half of the county, but flooding of lesser frequency and magnitude has occurred in the western half. In addition, there has been isolated, though minor, flooding due to improper drainage or road construction. This latter type of flooding has been predominately an irritant to motorists. Plans or work were underway in 1980 to correct the worst of these situations.

TABLE 1.2
MAJOR SUSQUEHANNA RIVER FLOODS
(20 FT. LEVEL OR MORE)[a]
AT HARRISBURG, PA, 1784-1975

Date	According to Shank[b]	According to Page & Shaw[c]	Other[d]
Mar 15, 1784	25.0'	23.8'	
Oct 5, 1786		20.8'	
Mar 15, 1846		20.8'	
Mar 18, 1865	24.6'	23.4'	
Jun 2, 1889	26.8'		
May 22, 1894	25.7'	24.5'	
Mar 3, 1902		21.1'	
Mar 19, 1936	30.3'[e]	29.2'	
May 29, 1946		21.5'	
Mar 12, 1964	22.7'	21.8'	
Jun 24, 1972	32.6'		
Sep 27, 1975			23.8'

[a]Bankfull or flood stage is 17' gage (307' above mean sea level).

[b]William H. Shank, *Great Floods of Pennsylvania* ([1968]).

[c]L. V. Page and L. C. Shaw, *Floods of June 1972 in the Harrisburg Area, Pennsylvania.* Map. (Washington, DC: Department of the Interior, U.S. Geological Survey, Water Resources Division, 1973).

[d]*The Patriot*, September 28, 1975.

[e]28 per cent of the city of Harrisburg was under water. The water was 4 to 15 feet deep in some places.

WATER AND WASTES

The flood problem in the county has a direct bearing on two other matters of vital concern to the county's citizens: water supplies (especially potable water) and waste disposal. Flooding problems and increased development of residential, commercial, and recreational facilities have had significant effects on these two matters.

Wells and springs have made up the major sources of water supply for the county. These have been adequate in the past and modest improvements have been made recently to increase the supply of water, but there is a growing need for developing new sources. For example, Mt. Holly Springs had serious problems in July, 1980, when daily demand exceeded supply capacity by 8 per cent. Certain locales have a more plentiful natural supply than do others. Boiling Springs and Big Spring are the two largest non-mineral springs found in the state. The flow from these two springs is 22.5 and 18.5 million gallons per day respectively.[11] However, some locales and individual homes and businesses have experienced shortages of water during dry periods.

Poor water quality is also a serious problem. The water draining from the heavily wooded South Mountain area

is of the best quality in the county. It comes from excellent springs and from the Yellow Breeches and its tributaries. The Conodoguinet, on the other hand, has most of its watershed in open land and runs through several large communities such as Shippensburg, Newville, and Carlisle, all of which create water quality problems. Letort Spring Run and Trindle Spring Run also are affected by the same pollutants degrading the Conodoguinet: oxygen depletion, excess phosphorus and/or nitrogen, and modifications caused by temperature, turbidity, suspended solids, and flow reduction factors. The Susquehanna has not been a stable source of good water because of pollution problems caused by infusion of domestic and industrial wastes. Individual wells in some sections of the county have persistent pollution problems created by seepage into the wells of pesticides, herbicides, detergents, and raw sewage.

Adequate sewage treatment has become a growing concern of the county's citizens as population and the number of businesses have increased. Newville completed its new treatment plant in 1979 at a cost of $3 million. During 1980, the following municipalities were in the process of planning, improving, or building sewage treatment facilities: Carlisle, Lemoyne, Shippensburg, Mt. Holly Springs, Camp Hill, Upper Allen, North Middleton, East Pennsboro, and Hampden. The total amount of work estimated or incurred was approximately $45 million, with $26 million of that for the new Carlisle sewage treatment plant.

Rate hikes for these vital services (water and sewage) recently were put into effect or requested in several areas of the county. Perhaps the worst percentage increase--66 percent--was felt recently by Wormleysburg residents. Carlisle's residents saw increases of 33 per cent in sewer rates and 25 per cent in water rates. There is the promise of even more substantial increases for Carlisle residents over the next few years.

ANIMAL LIFE

The most common demesticated animals in evidence are farm animals, dogs, and cats. The county is blessed (some would say cursed) with a considerable variety of wildlife: many types of birds and fish, plus deer, rabbits, groundhogs, squirrels, chipmunks, raccoons, and skunks. Snakes, while not in abundance, are seen occasionally. Rats cause some difficulty in certain locales, especially to farmers.[12]

Damage from insects has been variable from year to year, with the gypsy moth being the worst offender. Spraying has been requested for more than 4,000 acres for the spring of 1981. However, the rate of forest defoliation by this pest has been far less in Cumberland County than in many other counties in the state.[13] A common insect pest causing much irritation and inconvenience, but little or no damage, is the gnat or black fly. With DDT and other effective chemicals outlawed from state waterways, this type of insect has thrived, especially along the fast-flowing Conodoguinet and Yellow Breeches creeks. Mosquitoes are much less of a problem than black flies, because of the relative lack of stagnant pools and bogs in the county and because they can be killed more easily with permissible insecticides.

FOOTNOTES

[1]The highest elevation of Blue Mountain in the county is 2,061 feet above sea level. This elevation is located on the northwestern border.

[2]The highest elevation of South Mountain in the county is 2,080 feet above sea level. This elevation is on the southwestern border.

[3]Much of the technical data comes from U.S. Department of Agriculture Soil Conservation Service, *Cumberland County Soil and Water Conservation District Program* (Carlisle: U.S. Department of Agriculture Soil Conservation Service, 1967) and Howard W. Higbee, *Stream Map of Pennsylvania* (University Park, PA: The Penn State University College of Agriculture, The Agriculture Experiment Station, 1965).

[4]Total forested land area is 107,500 acres or 30.3 per cent of the total area of the county. State Forest land, much of it located in the south and southcentral areas, comprises nearly 35,000 acres of this.

[5]"West Shore" is a common designation, sometimes given official recognition, of the municipalities opposite Harrisburg along the western shore of the Susquehanna. The municipalities are Camp Hill, New Cumberland, Lemoyne, Hampden, Lower Allen, Upper Allen, and East Pennsboro in Cumberland County plus several adjacent municipalities in York and Perry Counties. The reader should beware of possible confusion when reading about the *eastern* part of the county and the *West Shore* area, which are essentially the same place.

[6]The information in this section comes primarily from Pennsylvania Department of Environmental Resources, Office of Resources Management, Bureau of Resources Programming, *The State Water Plan. Subbasin 7. Lower Susquehanna River* (Harrisburg: Pennsylvania Department of Environmental Resources, February, 1980), p. 11, and National Oceanic Atmospheric Administration, Environmental Data and Information Service, National Climatic Center, *Local Climatological Data Annual Summary with Comparative Data 1979 Harrisburg, Pennsylvania* (Asheville, NC: National Climatic Center, [1980]).

[7]Moist air coming in from the Atlantic Ocean is a modifying rather than controlling climatic factor. The county lies a bit too far inland (about 160 miles) to be strongly affected by the coastal climate.

[8]NOAA National Climatic Center, *Local Climatological Summary.*

[9]DER Bureau of Resources Programming, *The State Water Plan*, p. 11.

[10]Conway R. Wing, *History of Cumberland County, Pennsylvania* (Philadelphia: James D. Scott [1879]), p. 8.

[11]USDA Soil Conservation Service, *Cumberland County Soil and Water Conservation District Program.*

[12]Early in 1980, the county received a state grant of $12,000 to help the county and five municipalities (Shiremanstown, Camp Hill, Lemoyne, Lower Allen, and Hampden) eradicate a rodent problem along the Conrail tracks from Shiremanstown eastward to the Susquehanna River.

[13]The Pennsylvania Department of Environmental Resources has estimated that more than a million acres in the state will be defoliated by the gypsy moth in 1981. Article *Evening Sentinel*, Aug. 22, 1980.

CHAPTER II

HISTORY

The following is not meant to be a comprehensive history of Cumberland County.[1] Its purpose is to give the reader a general picture of the development of the county's population: institutions, activities, and way of life. Certain aspects of the county's history--e.g., commerce, transportation, education--are mentioned only briefly in this chapter, but are included in more detail in later chapters dealing with specific subjects.

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The first known settlers of the Cumberland Valley were Indians. From time to time, many tribes inhabited the area which was to become Cumberland County. Susquehannas, Shawnees (or Shawanese), Delawares, Mingoes, Logans, Tuteloes, Tuscaroras, and others were on the land when the first white men crossed the Susquehanna River. The Shawnees were relatively new to the area at the time the white men arrived, having emigrated from Florida, Georgia, and the Carolinas about 1700.[2] By the mid-18th century, many Delawares, Shawnees, and Tuscaroras remained, but many others had gone west as did other tribes to escape the encroachments of the new race of settlers.

James LeTort is credited with being the first white man to settle on the west bank of the Susquehanna in the Cumberland Valley. In 1720, he crossed the river and traveled eighteen miles west to a piece of land beside a small creek. He decided to make this the location for his Indian trading post and home. The piece of land was very near what would one day become the Borough of Carlisle; the creek would bear his name.

More settlers would follow within several years, making their homes along the Yellow Breeches and Conodoguinet Creeks. One of the first permanent structures built on the west side of the Susquehanna was a stone house constructed by John Harris Sr., father of the founder of Harrisburg. It was built in 1724 to house the family of William Kelso, part owner and operator of Harris' Ferry, and remained in use for more than 175 years. The following year, Peter Chartier, a fur trader and Indian agent for the Penn family, set up a trading post along the western shore of the Susquehanna. He later was granted a land patent for 600 acres of adjacent land, which included a part of the territory presently occupied by the Borough of New Cumberland. He subsequently sold the land, which was resurveyed, divided into plots, and sold to other settlers.

Paths first used as Indian trails soon were being used by white settlers. One stretched across the county through open country called the Barrens (because of the lack of trees) from what was later New Cumberland through what would become Carlisle all the way to what would be Shippensburg. It then went on beyond to the Ohio River. This path became the first public road in the county. Another path followed a north-south route through a gap known as Sterrett's Gap in North Mountain.

The first settlers were for the most part Scotch or Scotch-Irish, with the exception of a few English. It was not until about 1760 that the Germans (later called Pennsylvania Dutch) began to arrive in the area. It would be another ten years before they arrived in large numbers. Some French Huguenots also settled in the region.

Religion was one of the motivating factors of the new arrivals from across the Atlantic: specifically, the right to worship in their own way without fear of persecution or enmity. Also, many farmers believed there was little or no chance of improving their lot either through hard work, education, or innovation in societies with social structures and lifestyles seemingly cast in stone. With virtually nothing to lose and with peace and unlimited opportunity on the horizon, they left their homes--often with their families--took the uncomfortable, long journey across the Atlantic, and headed inland in a westerly direction to seek the peace and opportunity which beckoned so temptingly.

The vast area that was to encompass Cumberland County was purchased by the Penn family from the Indians in about 1736. The county was established as a political entity by order of Governor James Hamilton as declared in the Act of January 27, 1750. The original county was far larger in area than it is now, covering 35,252 square miles of the 45,095 square miles now included in the Commonwealth of Pennsylvania. The name Cumberland was given in honor of Cumberland, England.[3] Twenty-one years after the county was formed, subdivision of its land to form other counties began. The subdivision occurred at various times until 1855, by which time forty-five additional counties had been created.

A site for the county seat was selected in 1751. Shippensburg was the first and only town in the valley, having been settled initially in 1730. However, a site at what was to become Carlisle was selected and laid out. The site was chosen because of its central location in the valley, the relative ease of establishing transportation routes in east-west and north-south directions, the good soil suitable for farming, and the plentiful supply of water. As the population grew, the site was re-surveyed and laid out anew in 1765.

Not all of the county was designated for use by the white settlers. Indians still held certain lands. As early as 1740, some Scotch-Irish and a lesser number of Germans began to settle on these lands illegally. The authorities were determined to protect Indian rights to the land and expelled the intruders in 1750. Louther (or Lowther) Manor, a large tract of land along the Conodoguinet, was laid out as a hunting ground for Delawares and Shawnees. The Indians soon left the area, though, and headed west, refusing to return. Louther Manor was opened for settlement by whites in 1754-5.

Settlement in the county was not an easy matter. It was a slow, laborious process. Immediate concerns were shelter and food. Early structures were made of logs and rough-hewn lumber. The use of stone would wait until immediate survival could be reasonably assured. For example, the first stone house in Louther Manor was not erected until 1772. Food was not a serious problem at first, because there was a plentiful supply of wild game, especially after the Indians left the area. Deer, bears, squirrels, turkeys, otter, muskrat, birds, and fish inhabited the streams, fields, and forests in adequate numbers for the earlier settlers. Soon, however, farmers had to work long, hard hours to provide sufficient food for daily needs. Good soil and decent weather conditions helped provide a sufficient harvest in most years.

Generally, relations between the early settlers and the Indians were peaceful and mutually beneficial. Yet, the process of white settlement upon lands the Indians had long considered given to them by a Great Spirit, and the normal frictions occurring when two alien cultures intrude upon each other, began to create incidents which developed into ill will. The ill will was exacerbated by the French and Indian Wars and grew into enmity between the two races.

In 1753, Governor Hamilton appointed a King's Commission composed of Richard Peters, Isaac Norris, and Benjamin Franklin to meet with the Indians at Carlisle to try to negotiate a treaty to settle their grievances. The commission met with the leaders representing several important and powerful tribes. Although the treaty was made, the Quaker Assembly was unwilling--and perhaps might have been unable--to enforce the treaty to prevent certain actions of the whites, such as selling whiskey to the Indians, cheating them in various deals, and illegally taking over Indian lands. Some of the Indians who had attended the treaty meeting became bitter enemies of the English during the French and Indian Wars which soon followed.[4]

Fort Louther was erected next to the town square in Carlisle that same year as a defense against the Indians. Considerable warfare raged in the Cumberland Valley during the following years of the French and Indian Wars. Depredations by both sides occurred. Carlisle became a sanctuary for settlers along the frontier further to the west whose homes had been burned by Indian raiders. In 1757, Carlisle Barracks was erected as an additional defense against the Indians. Fortifications were also erected at Shippensburg for defense against raids and as a sanctuary for frontier settlers.

After the close of the French and Indian Wars, a period of peace and relative prosperity came to the region. Farmers again tended their crops, new settlers arrived, new structures were built. By 1762, over half the acreage of the county had been patented and warranted by actual settlers, not just by distant wealthy landowners.

The brief period of peace came to an end in 1763 as Indian tribes banded together under the leadership of Chief Pontiac with the intention of destroying all English settlements west of the Appalachian Mountains. The slaughter and destruction of this war, which lasted for two years, were even greater than that of the previous one. Yet, this was the "last gasp" of the Indian effort against the whites in Pennsylvania. With minor exceptions, difficulty between the two races in Cumberland Valley came to an end. For that matter, few Indians remained in the county during the last quarter of the 18th century.

With peace came a new era of growth and prosperity for the county. By 1775, seven townships had been organized and other unincorporated settlements were located throughout the county.[5] (See Appendix I).

Carlisle, which had only five dwelling houses plus a few other temporary structures in 1753, now had nearly all of its surveyed lots occupied. Tradesmen were in business. The county court was functioning on a regular basis from a permanent (brick) structure.[6]

Peace was not to endure long in the area--nor in the rest of the Colonies. Tensions and grievances between the Colonies and Great Britain were building:

> ...the colonists were increasingly incensed by English interference in matters of government and trade. The English sales to the Indians, the restrictions on iron manufactures, the taxes on essentials when money itself was limited and trade was still carried on by barter, all aroused ire. These economic hardships, added to political restrictions, were cause for...protest.[6]

These matters, added to the historical grievances which led to the colonists' departure from their original homelands, roused strong support within Cumberland County for the independence movement. On July 12th, 1774, a public meeting was held in the First Presbyterian Church in Carlisle at which the citizens declared their full support for the cause of independence. The following year, several hundred local men were part of the First Rifle Regiment of Pennsylvania, which went to the assistance of General Washington at Cambridge, near Boston. Hundreds more were to follow the call to arms during the next nine years. When the Declaration of Independence was signed in 1776, three of its signers were from the Carlisle area: James Wilson, George Ross, and James Smith.

Cumberland County provided individuals whose performance in behalf of the new nation during the Revolutionary War has merited mention in our nation's

history books. Ephraim Blaine and John Armstrong were outstanding generals. Blaine, as Deputy Quartermaster General (for Pennsylvania and New Jersey), showed considerable intelligence, initiative, and organizational ability in providing equipment and supplies, sometimes from his own resources, for the often ill-equipped Continental Army. Armstrong became commander of the Pennsylvania militia. Another person who gained national prominence was James Wilson, Carlisle's representative to the Continental Congress. Wilson helped carry the Pennsylvania delegation's three-to-one vote for independence. Mary Ludwig Hays Macaulay played a different kind of role. She earned the name "Molly Pitcher" during the battle of Monmouth in 1778 and has been immortalized in poetry, stone, and legend. While accompanying her soldier husband, she carried water to the injured during the battle. When her husband fell wounded, she fired his cannon in full view of the British.

Although the county escaped the ravages of open warfare, its people bore heavy burdens during the long, bitter conflict.[7] Hundreds of men left their homes, fields, and shops for either short or long periods of time to serve in the militia or Continental Army. Many were disabled or killed by disease or battle. Fields often went unplowed. Harvests were missed. Limited supplies of everyday necessities were often diverted to military use, causing added hardships. The available labor force was sometimes diverted to other than usual purposes such as the manufacture of weapons. (Sufficient quantities of iron were found in the county to provide the material for newly established foundries.) The shortage of lead for bullets required that families possessing a variety of items containing that metal give them to the authorities for melting down. Some persons' finances were in disarray: "The schemes of Congress to provide money led to disastrous results, and many inhabitants...were very seriously embarrassed or broken up financially for many years."[8] Further anguish arose over the matter of the small number of people who either refused to give their support, time, or funds to the independence effort or who actively supported the British. This lead to arrests, confiscations, and imprisonment of these persons.

Yet, the citizens of the county remained undaunted and kept faith over the long struggle with the principle that the Colonies should break free of British sovereignty and remain independent.

With the end of the conflict, citizens returned to the pursuit of their daily lives. They not only recovered from the war's privations, but began to improve their lives beyond what they had known in previous times of peace. More settlers arrived in the county. Crops generally were sufficient for both daily needs and for barter or sale. New businesses were opened. Carlisle was beginning to develop as a transportation center. An early writer described Carlisle's situation: "Carlisle is not located in a spot to be a commercial city; it is, however, the market where grain from the surrounding area is brought to be transported from here to Philadelphia by wagons."[9] Dickinson College in Carlisle was chartered in 1783. Several other schools or academies opened their doors for the first time during this period. The physical shape of Cumberland County was approaching its present form, with only the area of what is now Perry County still remaining beyond modern borders.[10] When the first U.S. Census was taken in 1790, the population of the county had reached 18,243.[11]

There were only brief interruptions to the general state of peace in the county following the Revolutionary War. One occurred when disagreement between Federalists and Anti-Federalists led to rioting by a group of the latter, their subsequent jailing, and their release by the armed intervention of their sympathizers. However, the cause of Federalism received the preponderance of support by the county's citizens.

Another interruption came in 1794 when a growing revolt developed in the interior and western portions of Pennsylvania and in three adjoining states against a tax which had been imposed by Congress on distilled spirits a few years earlier.[12] The conflict became known as the Whiskey Rebellion. Pressure arose within the Government to quash the revolt by force of arms. An army under the command of President Washington headed westward, arriving in Carlisle in October, 1794. The army was joined by 363 men from Cumberland County plus others from York, Lancaster, and Franklin Counties. Washington stayed in Carlisle for several days and then headed west with his troops. Arrival of the large force of approximately 14,000 men caused second thoughts among the disaffected, resulting in an end to the rebellion.

These brief interruptions did not affect the general trend of progress in the county. Agriculture and commerce slowly continued to develop. By the turn of the century, thirteen townships had been established. The census of 1800 listed 25,386 persons, a 72 per cent increase over the previous census. This would be the largest percentage increase over a ten-year period the county would ever have.[13]

Perhaps the saddest time for the citizenry came just as the century ended. George Washington died on December 14th, 1799. His death was accorded full and elaborate funeral honors in Carlisle the following January 10th.

The new century brought with it new hopes, new opportunities, and new responsibilities for the people of Cumberland County.

Population growth was affecting many other facets of growth, and those facets were in turn affecting population growth. There was already beginning to be a diversity of religious practice. As population grew, new churches were built. New churches attracted more settlers. Church growth often resulted in splitting of sects, which caused new churches to be built. The same kind of situation occurred with transportation and commerce. A greater flow of people and products through the valley resulted in better roads and an increased number of facilities such as inns, blacksmiths, and wagon repairmen along the roads. Better roads and improved facilities brought more people and more business to the county.

Life in the county during the early 19th century was very different than what it had been fifty years before and what it would be by the mid-19th century. The German language was widely used prior to 1850, although it certainly took second place to English. Many books and some newspapers were published in German during the period. Public executions were special

occasions which drew large crowds: the execution by hanging in Carlisle of a murderer in 1808 attracted more than 3,000 people--even though the weather was bad that day.[14] Public education was unknown prior to 1836 although private school proliferated. Slavery still existed. Many of the early residents had owned slaves, but anti-slavery sentiment was predominant--though by no means overwhelming--towards the end of the 18th century. Slavery had been abolished by the Pennsylvania Assembly in 1780; however, those persons who were slaves as of that time would remain in slavery. The number of slaves dwindled from 307 in 1810 to none by 1850.[15] When the first Temperance Society was organized in the county at Carlisle, there were 80 distilleries operating throughout the county, producing a total of nearly one million gallons of spirits annually.[16]

The economic life of the community was essentially based on agriculture, with a small but growing number of commercial establishments. One early writer described Carlisle's business acumen disparagingly: "Its population was not enterprising; manufacturing was but little, if at all, known....Its capital has often been idle, and it has been conservative in its business interests.[17] While this might have been true of Carlisle, it was not completely accurate for the county as a whole (see Chapter X).

Many communities underwent rapid growth during this period. Mechanicsburg's first brick house was built in 1816; by 1850, the town's population had reached 882. The borough of Shippensburg had less than 800 people in 1800; by 1850 the population had nearly doubled. The total county population in 1850 had reached 34,327. Still, other communities had their growth ahead of them. There were only four houses in Camp Hill in 1836.[18] New Cumberland's population in mid-century was only 315, about half of what it would be thirty-five years later.[19]

The first half of the century was peaceful for Cumberland County. Troubles with the Indians had become history. The War of 1812 had little impact on the county. Most of its citizens strongly supported the U.S. position against Great Britain, sent four companies of men to fight, and made their contributions of money and material, but the matter was not central to everyday conditions. The same support for the cause was indicative of the county's effort in the Mexican-American War. The citizens felt quite secure militarily. By 1824, Carlisle Barracks had become a military post with many permanent structures. In addition to a battalion of troops in Carlisle, there was another battalion in the eastern part of the county and a regiment in the western part. There were also several regiments of militia within the county.[20]

By 1850, life in the county had changed markedly. New schools were opening, including common, or public, schools. Newspapers were published throughout the area. A theater opened in Carlisle. Processions and parades were common, providing a major source of public ceremony and entertainment. Two trains a day crossed the valley. In 1855, water was piped into Carlisle by the Carlisle Gas and Water Company. The following year, that same company brought the gas light to Carlisle. The county was becoming quite popular because of its several resort hotels, whose main features were a scenic and restful location and/or "medicinal" springs. Farming productivity and the number of commercial establishments expanded rapidly. Total aggregate taxable property was more than $9 million.[21] Except for Pittsburgh in the west and Philadelphia in the east, Carlisle was becoming the most important transportation center in southern Pennsylvania.

The sectional strife which began in 1861 was to change the lives of many people in the county during the next four years. For some time before the Civil War, there had been a slowly developing Abolitionist sentiment in the county. As early as 1835, there were underground railway stations through which slaves were guided to freedom in the North. In 1847, there had been a small riot in Carlisle in a successful effort to rescue some runaway slaves held by law officers for return to their masters in the South. Yet the county's trade and communication with pro-slavery Baltimore plus the presence in Carlisle of Southern students and military officers introduced an element of divisiveness in the county.

For a time, fear of a rift in the Union even superceded sympathy for the slaves among some of the county's populace. On December 22nd, 1860, a large number of citizens, including some prominent ones, assembled in the Courthouse, where they passed a resolution declaring that slavery should be recognized if the existence of the Union would otherwise be jeopardized.[22]

The act of secession was the catalyst that unified the people of Cumberland County, even those who were not strong for the freedom of the slaves. The departure to the South of those in support of the Confederate cause left few dissidents in the county. The threat to the Union was strongly felt. The county's citizens would give heavily over the next several years in men, money, and materiel in support of the Federal Government's efforts to restore the Union.

Cumberland County saw very little of the fear and devastation that war was to bring to so much of the continent to the south. Other than the frenzy generated by an occasional rumor, war was to have its physical impact felt in the county only during one brief period. In late June, 1863, midway through the conflict, Confederate General Fitzhugh Lee led his troops, part of a greater force pushing northward, into Cumberland County. Carlisle was shelled and briefly occupied by Confederate troops. Part of the advance force penetrated all the way to the Susquehanna River, where they could see the elusive prize of Harrisburg across the waterway. The impending battle at Gettysburg caused the Confederate advance force to be recalled to join the main body of troops taking their positions in and around that town. Cumberland County had survived the ordeal with virtually no loss of life, a small amount of property damage, and loss of a moderate amount of materiel.

A year later, a smaller force of Confederate troops crossed the Potomac River and then the southern border of Pennsylvania. Although it burned much of Chambersburg in Franklin County, it did not penetrate as far as Cumberland County. Other than creating considerable consternation and some panic in the county, this incident had no significant effect on its citizens.

The real cost to the county during the war lay in the disruption of normal occupations and lives, the financial

burden in money and material expended, and--worst of all--physical loss of life and limb by so many of the county's men. State and county taxes assessed from 1861 to 1865--a large amount of which was for the conduct of the war--nearly tripled during the period.[23] During the several years of strife, thousands of men--white and black--entered military service, most voluntarily, but some through the nation's first draft.[24] Of those who served, 342 lost their lives either through combat or from disease.[25] This amounted to approximately 1.6 per cent of the total male population of the county.[26]

Many of the men who had served in the terrible conflict joined together more than fifteen years later in a newly organized veterans' organization called the Grand Army of the Republic (GAR). Posts were organized in Carlisle, Mechanicsburg, Shippensburg, Mt. Holly Springs, and New Cumberland between 1881 and 1885.

As with the end of previous conflicts, Cumberland County made a rapid recovery and looked to the future for progress in all areas of life. While some parts of the economy had suffered, certain compensating factors helped to mitigate losses and even caused other parts of the economy to prosper. Farmers and businessmen who were able to meet demands upon their goods and services found a ready market at the state and federal government levels, which were faced with meeting needs generated by the conduct of the war. Later, expansion of the nation westward provided additional needs for the county's goods and services. During the remaining years of the century, Cumberland County was able to cope with the vacillating economic climate because of its gradually diversifying economy and a sound agricultural base.

New schools--public and private, elementary and advanced--continued to open throughout the county. Whitehall Academy in Camp Hill, which originally opened in 1851, was reorganized specifically for the orphans of soldiers who lost their lives during the war. The Cumberland Valley Normal School, later to become Shippensburg State College, was founded in 1871. The Carlisle Indian School was started in 1879 at Carlisle Barracks.

As the population expanded, new boroughs and townships were incorporated. By the end of the century, all but nine of the thirty-four municipalities had been incorporated. Good opportunities for earning a decent livelihood in farming or commerce brought many newcomers into the county. Population in some of the municipalities expanded rapidly. Mechanicsburg underwent a remarkable increase in population, which doubled between 1860 and 1880.

Police and fire service developed throughout the county, generally in response to actual problems, both manmade and natural. This was especially true of the development of volunteer fire companies. These companies improved their training and equipment as a result of fires ranging from barn and field fires to those of individual homes and businesses and even those like the major one in Carlisle which involved twenty-four buildings (although only two were destroyed) in April, 1895.[27]

New services increased the need for supporting facilities and services. For example, the coming of electric street railways increased demand for new lots along or adjacent to the rights-of-way. This, in turn, increased the need for additional streets and for electric, telephone, water, gas and sewage service. New public utilities required structures, equipment and skilled personnel totally unforseen just a few years previous to their introduction.

In 1897, the nation's involvement in the Spanish-American War and the Philippine Insurrection which followed brought forth a new surge of patriotism and the sending forth of men, money, and supplies from Cumberland County. During these conflicts, as during the Indian Wars of the 1970s and 1880s, the county's volunteers went forth individually, not in large units of county men.

The nation's involvement in these new overseas conflicts had little real impact upon Cumberland County. There was barely a halt in the continued expansion of population, the economy, and facilities. The county's citizens celebrated the achievements of the past and looked to those of the future when, in 1901, they staged an enormous sesquicentennial celebration (for the county as a whole and Carlisle in particular) at the county seat. At least 30,000 persons attended the festivities, which included a parade of forty marching companies and twenty bands--all composed of volunteer firemen.[28] Electric trolley service along several lines was operating during the first decade of the new century. They extended from New Cumberland all the way to Newville in the western part of the county and from Mechanicsburg to Dillsburg in York County. More fires, including one which destroyed twenty structures in Shiremanstown in 1908, prompted the organization of new volunteer fire companies and the extension of public water mains. Public sewage lines were also introduced into some communities and extended in others. Electricity had long since replaced gas for lighting in homes and public places. Automobiles were appearing on county roads in ever-increasing numbers (although they were still greatly outnumbered as a means of transportation by horse and horsedrawn vehicles). The Carlisle Opera House was showing movie films by 1908.[29]

Nearly two decades of peace came to an end with the entry of the United States into World War I. As in every previous conflict, the county's citizens provided considerable support for the war effort. In addition to furnishing large numbers of volunteers and draftees for military service, the county put forth substantial effort on the home front. Farms furnished vast quantities of food supplies--especially grain, poultry, and dairy products--for purchase by the U.S. Government. The Cumberland County Unit of the Committee of Public Safety for the Commonwealth of Pennsylvania was organized in March, 1917. Its tasks included registering every physician in the county, assisting with the registration of men for the draft, enrolling women (approximately 7,000) in the Hoover Food Conservation Army, establishing a Speakers' Bureau to publicize the war effort, organizing the Liberty Loan Association for the sale of war bonds, determining needs for industrial and agricultural labor and helping to fill those needs through an employment bureau, providing an auxiliary police service to supplement the badly depleted existing forces, and organizing a variety of programs for

increasing the efficiency of food production, handling, and consumption.[30]

One of the war's most long-term effects for the county was the establishment of the area's second major military installation, the New Cumberland Army Depot, which opened its doors during the closing months of the war. This facility is actually in York County, but rests on the border of Cumberland County and has had a very beneficial economic impact on both counties.

When the war ended, the soldiers from Cumberland County returned as heroes. Celebrations were held throughout the county, with the largest being a three-day Victory and Peace Celebration held in Carlisle on July 3rd, 1919. As in the post-Civil War period, veterans joined together in a newly organized veterans' organization. This time, the American Legion, unlike the GAR, did not take fifteen years to organize. It was functioning in the county by 1920.

The economy in previous wartime periods had been characterized by a mixture of disruptions and benefits created by the conflicts. The situation was different as a result of World War I. The county's economy was perhaps in the best position in which it had ever been, not only to recover from wartime difficulties but to forge ahead on an even stronger basis than ever. Farms had prospered and new businesses had quickly developed a sound financial footing. The economy had become sufficiently diversified so that the economic ups and downs which so sharply affected much of the national economy in the postwar period had a lessened effect on Cumberland County. "The 'twenties and 'thirties...found [the] community never really sharing the headiness of the rise or the sorrows of the fall...."[31]

The Great Depression did not go unnoticed in the county. The pains of a stagnant economy and unemployment were felt for several years. The weekly average registrations at the National Reemployment Service Office for the county in Carlisle numbered 391, approximately 10 per cent of whom were veterans of the recent war. Although there was not an above normal number of business failures and no bank failures in the county during the period, the Depression did tend to smother activity and certainly inhibited economic progress.

World War II was of major social and economic importance to the people of Cumberland County. Once again, thousands of its men and many of its women left for military service, some even before war had been declared.[32] A third major military installation in the area, the Navy Depot, was opened. Construction began adjacent to Mechanicsburg in 1942. The facility would employ over 9,800 people at the height of its operations. Many industries were converted to the manufacture of war material. A Reception Center was established at the New Cumberland Army Depot through which 90 per cent of all Pennsylvanians inducted for military service would be processed. Vast amounts of food, vehicles, ammunition, and other supplies were collected at and shipped from the Army Depot. At its peak, the depot employed 2,300 civilian employees as well as a smaller contingent of military personnel. Carlisle Barracks became a major facility for training medical personnel. The Medical Field Service School, which had been established at the Barracks in 1920, was greatly expanded to meet the medical needs of an army of millions of men and women. New industrial plants were opened, especially for the production of quartz crystals for electrical and electronic equipment. As in World War I, the county's farms prospered while supplying vast amount of food in support of the war effort.

Various volunteer public service organizations made significant contributions to the war effort. The American Red Cross was the predominant organization in this area. The main Red Cross organization in the county was the Carlisle chapter, with sub-units elsewhere, such as Boiling Springs, Mt. Holly Springs, and Newville. During the war, this organization provided a third of a million wound dressings for the Armed Forces, trained 130 nurse's aides, gave over 34,000 hours of voluntary nursing courses, sewed nearly 11,000 articles of clothing for refugees and U.S. military personnel, handled a blood donor program, provided a Canteen Corps for the benefit of thousands of servicemen passing through the county in convoys and on trains, and provided additional equipment, supplies, and services to military personnel which could not be supplied for various reasons through official channels. The Boy Scouts was another organization providing major assistance to the war effort. These youngsters collected food, books, and magazines for military personnel, acted as messengers for Civil Defense during blackouts, and assisted the Red Cross in a variety of ways.

By the time the war ended in August, 1945, approximately 120 service personnel from the county had been killed in action; a great many more had received wounds. Although the number killed was very small in proportion to the number who served, some communities were particularly hard hit. Shippensburg, for example, lost forty-seven men, which was the town's greatest investment in any war in its history.

Once again, returning service personnel were given Welcome Home celebrations, with parades, concerts, dances, banquets, fireworks, baseball games, and religious services. Many veterans joined the American Legion. An additional foreign service organization, the Veterans of Foreign Wars, came into being in 1946 and was quickly established in the county.

Veterans were soon re-integrated into the life of the community. Farms and businesses needed manpower. The G.I. Bill encouraged many to further their education at U.S. Government expense. Low mortgage interest rates for veterans encouraged home ownership. New skills learned and new products developed during the war provided additional employment and business opportunities.

Neither the Korean nor Vietnam Wars were to have the social and economic impacts of the two previous conflicts on the lives of the county's citizens. The population had become too large and the economy too diversified for either event to affect patterns of life markedly. The men and women who served in Korea and Vietnam would not come home to hero's welcomes, certainly not on any large community scale. The economy remained essentially a peacetime economy. The social pains of the Vietnam War era which affected many other places in the nation were felt only very superficially in Cumberland County. There was general support for the U.S. effort in Southeast Asia. Except for minor, isolated incidents and strong anti-war attitudes among some college students, the campuses of the

colleges in the county were generally free of turmoil.

The only serious events which distracted the local community from the normal course of daily living were several hurricanes, some storms of lesser but still damaging winds, several major floods, and the accident at Metropolitan Edison's nuclear generating plant at Three Mile Island. Of these events, the floods were by far the most damaging. The three major floods in recent years occurred in 1964, 1972, and 1975. Although the floods resulted in few or no deaths and only a few injuries, the county did suffer considerable property damage, especially in the West Shore area, and damage to water filtration and sewage treatment facilities. The 1972 flood, the worst in recorded history for the area, was caused by the heavy rains of Hurricane Agnes. It resulted in damage to approximately 12,000 industrial and commercial establishments in the Harrisburg area, with an inventory loss exceeding $36 million. This does not include residential damage, which was considerable.

The accident at Three Mile Island is perhaps well enough known so that details need not be included here. In brief, it involved a situation on March 20th, 1979, wherein the failure by control room personnel to take certain actions to control nuclear core temperatures caused flooding of the containment building and nearly resulted in a nuclear meltdown. Such a meltdown would have been disastrous for persons living within the general area. Part of Cumberland County falls within the potentially affected area and some of its residents work at the Three Mile Island facility. Fortunately, there was no meltdown and no damage outside the facility. However, residents within a five-mile radius of the plant were asked to evacuate the area. Cumberland County's emergency preparedness planning and apparatus were very adequate to meet the emergency. The county's citizens handled themselves calmly for the most part and conducted, participated in, or prepared for the evacuation in an orderly manner. The Three Mile Island situation has been the focus of citizen attention since then, with debate centering on the feasibility of nuclear powered generating plants and on the clean-up procedures and timetable at Three Mile Island.

In general, the people of Cumberland County take great pride and show interest in the county's history. Newspapers frequently carry articles about the county's past. Books and pamphlets written by local people about the county's history are numerous. Historic preservation of buildings is of interest in almost every municipality. Preservation of historic local government records is a matter of gradually increasing interest. There are many old graveyards, some no longer in use, which have been maintained in reasonably good condition for their historical and geneological value. Cumberland County's commissioners hope to begin a project soon to survey all unrecognized historic sites in the county. Lectures on local history are given occasionally at meetings of various organizations. The Cumberland County Historical Society often sponsors such lectures. The society also has a gradually expanding museum and library in Carlisle devoted to historical matters of local interest. It has published many monographs about various facets of the county's history and has begun an oral history project to record the reminiscences of elderly persons in the county. Several boroughs have their own historical societies. Geneology is a subject of much local interest. The pride and interest shown in the county's history make up a part of the stable, conservative pattern of life in the community.

FOOTNOTES

[1]The sources used most often for the early history of the county were: Samuel P. Bates, *History of Pennsylvania;* Cumberland County Historical Association, *Two Hundred Years in Cumberland County* (Carlisle: The Hamilton Library and Historical Association of Cumberland County, 1951); George P. Donehoo, ed., *Pennsylvania: A History* (New York: Lewis Historical Publishing Co., Inc., 1926); Israel Daniel Rupp, *The History and Topography of Dauphin, Cumberland, Franklin, Bedford, Adams, and Perry Counties* (Lancaster: Gilbert Hills, Publisher, 1846); Richard H. Steinmetz, *The West Shore Shopper's Heritage of the West Shore* (Camp Hill, Pa.: Plank's Suburban Press, Inc., 1976); and Conway R. Wing, *History of Cumberland County, Pennsylvania* (Philadelphia: James D. Scott, [1879]). Footnotes citing these references are used only when quotes are given, specific data are given, or very unusual incidents are described.

[2]Rupp, p. 350.

[3]See Bates, p. 66, for other supposed sources of the name.

[4]Donehoo, pp. 662-5.

[5]Bates, pp. 228-9; Wing, p. 124.

[6]League of Women Voters of the Carlisle Area, *The Carlisle Area: A Handbook* (Carlisle, Pa., Sept., 1978), p. 7)

[7]Bates, pp. 95-8.

[8]*Ibid.*, p. 98.

[9]Cumberland County Historical Association, *Two Hundred Years in Cumberland County*, p. 90.

[10]Perry County would be formed from Cumberland County in 1820.

[11]Rupp, p. 364.

[12]Except for one brief riotous incident in Carlisle, the county was free of disturbances, if not ill feelings, as a result of the situation.

[13]See Graph 3.2 of Chapter III.

[14]Cumberland County Historical Association, *Two Hundred Years in Cumberland County*, pp. 103-4.

[15]Bates, pp. 221-2.

[16]Wing, p. 125.

[17]Bates, pp. 236, 248.

[18]Steinmetz, *The West Shore Shopper's Heritage of the West Shore*, p. 7.

[19]Wing, p. 124; Gilbert W. Beckley, *New Cumberland Frontier* (1973), p. 70.

[20]Rupp, p. 364.

[21]Cumberland County Historical Association, *Two Hundred Years in Cumberland County*, p. 134.

[22]*Ibid.*, pp. 191-201.

[23]Wing, p. 148. The total taxes assessed increased from $39,349 in 1861 to $92,671 in 1865, the later amount not to be surpassed until the end of the century.

[24]Willingness to serve was not universal. Some men avoided service for a variety of reasons and by various means, a situation that apparently increased as the war lengthened.

[25]Bates, pp. 125-8. Wing, p. 147, gives the figure of 283. However, Bates lists the names and military units of the individuals.

[26]This was a heavy loss, equal in proportion to a loss of about 1,390 among the total male population of the county in 1980.

[27]The worst fire on record in the county was in Carlisle in March, 1852, when more than thirty buildings were destroyed.

[28]Cumberland County Historical Association, *Two Hundred Years in Cumberland County*, p. 297.

[29]*Ibid.*, p. 303.

[30]*Activities of the Cumberland County Unit of the Committee of Public Safety for the Commonwealth of Pennsylvania.*

[31]Robert Grant Crist, *"Certain Agitation"* Camp Hill, Pa.: Trinity Evangelical Lutheran Church, [1973]), p. 16.

[32]Ensign Lee Fox, Jr., of New Cumberland, was one of the first Americans killed during the Japanese attack on Pearl Harbor, December 7th, 1941.

CHAPTER III

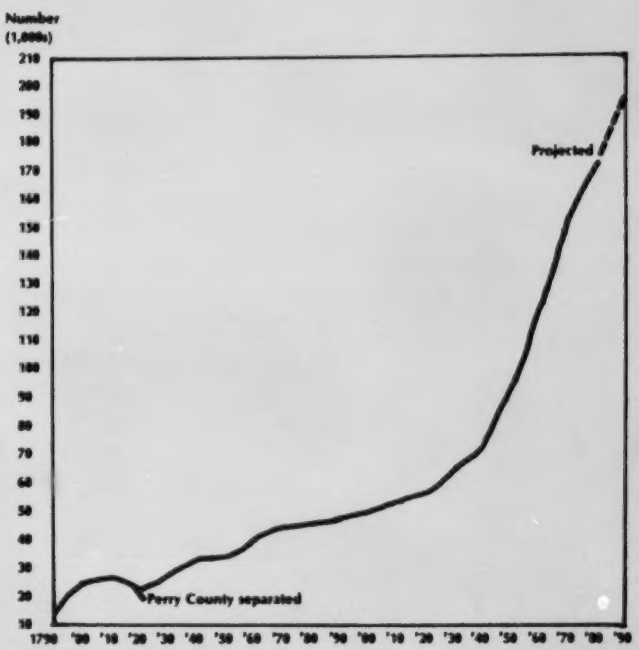
DEMOGRAPHIC AND HOUSING CHARACTERISTICS

DEMOGRAPHY

The population of Cumberland County in 1820 was described as follows by the U.S. Census:[1]

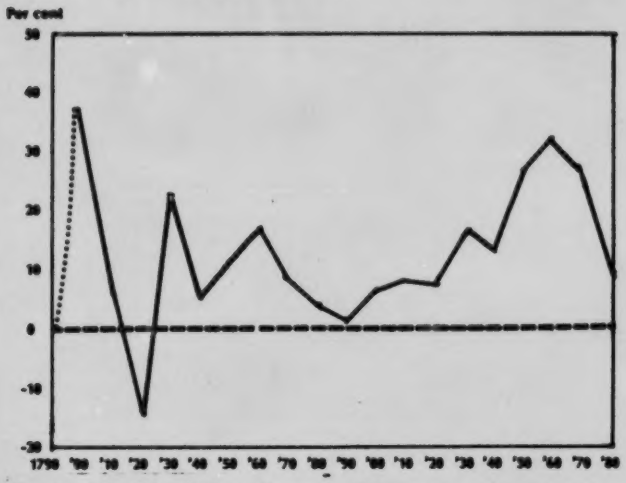
Population in 1820--	
Free white males	11,262
Free white females	11,239
Total whites	22,861
Free persons of colour, males	372
Free persons of colour, females	356
Male slaves	6
Female slaves	11
Total	23,606
Foreigners not naturalized	162
Engaged in Agriculture	2,074
Engaged in Manufactures	1,408
Engaged in Commerce	89
Population in sq. mile	43

The county's population had increased steadily since the first white settler crossed the Susquehanna and pitched camp. It continued to increase steadily with every census up to the present time (see Graphs 3.1 and 3.2). The county is about twenty-first in growth rate among Pennsylvania's sixty-seven counties.[2] Growth and potential for growth has been and will continue to be fundamental characteristics of the demography of the county.



Graph 3.1.--Population Growth (Numerical Increase) for Cumberland County, 1790-1980 and Estimated Growth to 1990.

Sources: U.S. Bureau of the Census (for 1790-1980); Office of State Planning and Development, Commonwealth of Pennsylvania, *Pennsylvania Projection Series Population and Labor Force by Age and Sex for the State and the 67 Counties for 1975, 1980, 1985 and 1990; September 1973 Revisions* (Harrisburg: Office of State Planning and Development, October, 1973) (for 1990).



Graph 3.2.--Population Growth (Percentage Increase) for Cumberland, 1790-1980.

Sources: See Graph 3.1.

This chapter will attempt to construct a reasonably accurate picture of the county's population structure, using various sources to bring the 1970 Census figures as up-to-date as possible.[3] Detailed results of the 1980 Census were not available while this report was being written. They should be used as the basis for future planning or program development. However, gross 1980 population figures for each municipality were available.

Preliminary data for 1980 released by the Census Bureau show a population of 178,007--a gain of 12.6 per cent for the county during the decade, a much greater gain than the 0.2 per cent for the state. Only three boroughs had population gains (all slight):

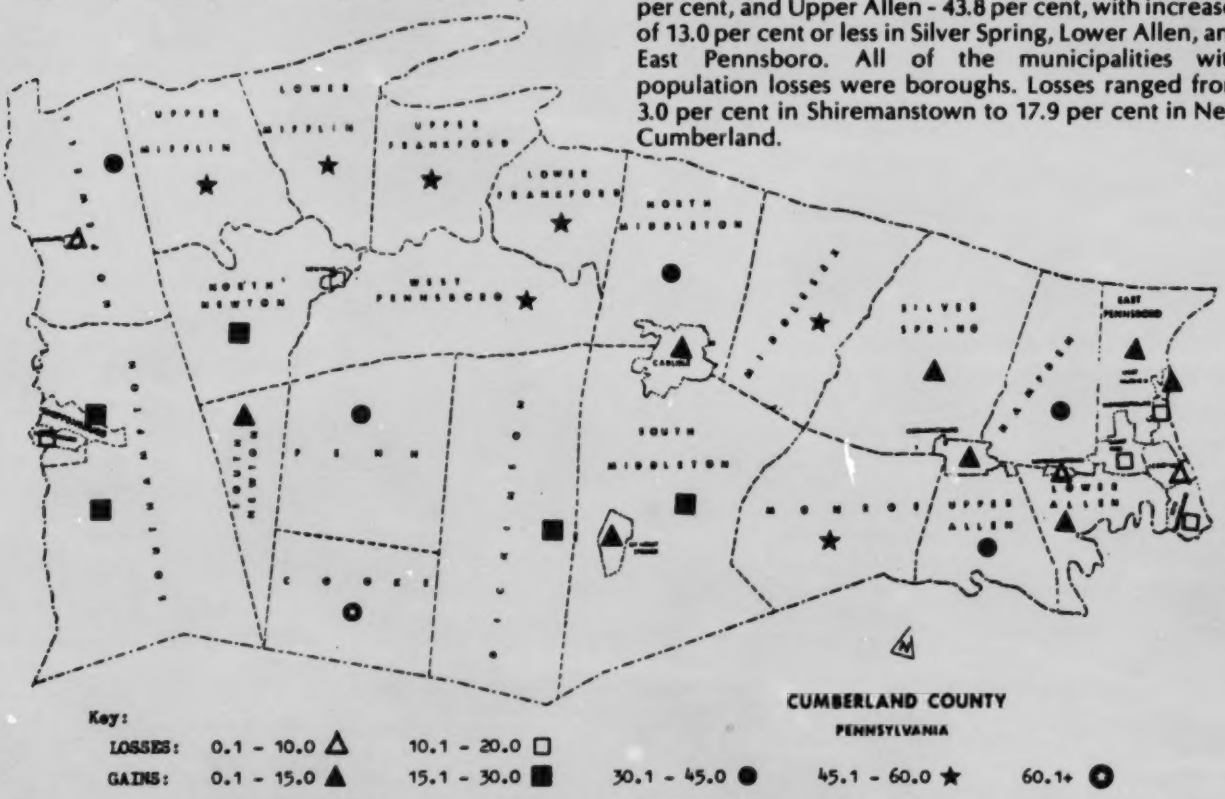
TABLE 3.1
MUNICIPAL POPULATION GAINS AND LOSSES, CUMBERLAND COUNTY, 1970 - 1980 (Percentages)

Losses		Gains			
Shiremanstown	(3.0)	Mechanicsburg	1.1	Penn	34.9
Newburg	(5.3)	Carlisle	1.3	Hopewell	37.5
Lemoyne	(9.7)	Mt. Holly Springs	2.3	Hampden	40.5
Wormleysburg	(13.2)	West Fairview	2.7	North Middleton	41.2
Camp Hill	(15.2)	Lower Allen	2.8	Upper Allen	43.8
Shippensburg Borough	(15.4)	South Newton	11.2	Monroe	45.4
Newville	(16.0)	East Pennsboro	12.2	West Pennsboro	47.4
New Cumberland	(17.9)	Silver Spring	13.0	Lower Mifflin	50.4
		South Middleton	18.9	Upper Mifflin	51.1
		Southampton	22.6	Lower Frankford	55.1
		North Newton	24.3	Upper Frankford	56.6
		Dickinson	25.7	Middlesex	57.7
		Shippensburg Twp.	29.3	Cooke	177.5

NOTE: Many of the percentages above vary only slightly from those derived from the figures released by the U.S. Census Bureau in mid-1980. Some vary significantly. That shown for Southampton Township shows a marked--and perhaps questionable--difference: from a loss of 22.0 per cent over the decade to a *gain* of 22.6 per cent.

Source: U.S. Bureau of the Census figures as reported in *The Patriot*, March 31, 1981.

Mechanicsburg - 1.1 per cent; Carlisle - 1.3 per cent; Mt. Holly Springs - 2.3 per cent. Population gains were most predominant in townships surrounding boroughs. The Cumberland County townships surrounding Shippensburg Borough had gains ranging from 22.6 to 37.5 per cent. In the five townships surrounding Newville, population gains varied from 24.3 to 56.6 per cent. The three townships around Carlisle had gains from 18.9 to 57.7 per cent. Townships surrounding boroughs in the eastern portion of the county had the following gains: Hampden - 40.5 per cent, Monroe - 45.4 per cent, and Upper Allen - 43.8 per cent, with increases of 13.0 per cent or less in Silver Spring, Lower Allen, and East Pennsboro. All of the municipalities with population losses were boroughs. Losses ranged from 3.0 per cent in Shiremanstown to 17.9 per cent in New Cumberland.



Map 3.1.--Municipal Population Gains and Losses, Cumberland County, 1970-1980 (Percentages)

The increases were also reflected in population density. Density for the county increased 40 per cent between 1960 and 1980:[5]

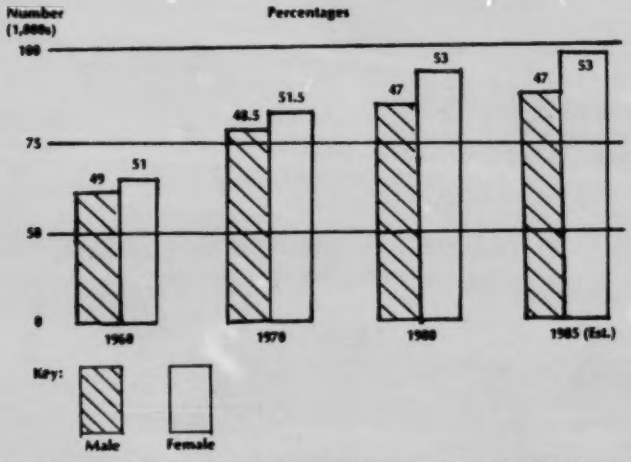
1960: 224.9 persons per sq. mile
1970: 285.0 persons per sq. mile
1980: 320.9 persons per sq. mile

Of course, the density is by no means uniform throughout the county nor have the density increases been uniform in all municipalities.[6]

Projections of population growth for the county vary widely depending upon their source. Those which seem most reasonable to this author have been based on past trends and present mortality rates for the county, state, and nation. These call for increases of slightly more than 12.5 per cent for each of the decades of the 1980s and 1990s. This would give Cumberland County a population of about 200,000 in 1990 and 225,000 by the turn of the century.[7] Projections for specific population characteristics will not extend beyond 1985 in this report. Long-term projections are subject to so many variables that they tend to decrease in reliability as the time span of the prediction lengthens.

Age and sex. According to U.S. Government statistics, the proportion of Americans under the age of 14 decreased during the past decade, the proportion of persons aged 25 to 35 increased, and the proportion of persons aged 65 and over also increased. This resulted in an extension of the average age of the population during those ten years from 27.9 to 30.0 years old.[8]

This trend appears evident in Cumberland County as well. Yet, there are some differences between local proportions and those for the state and nation. For example, the county appears to have a smaller proportion of persons aged 65 and over than all but three other Pennsylvania counties, indicating a comparatively young population.[9] (For fertility and mortality rates, which affect these statistics, the reader is referred to Chapter VIII, in which the subject is discussed in reference to the health of the county's populace.)



Graph 3.3.--Distribution of Population by Sex, Cumberland County, 1960, 1970, and 1980, and Projection for 1985.

Sources: U.S. Bureau of the Census (for 1960-1980); Office of State Planning and Development, Commonwealth of Pennsylvania, *Pennsylvania Projection Series Population and Labor Force by Age and Sex for the State and the 67 Counties for 1975, 1980, 1985 and 1990; September 1973 Revisions* Report No. 73 PPS-3 (Harrisburg: Office of State Planning and Development, October, 1973), p. 35 (for 1985).

TABLE 3.2
DISTRIBUTION OF POPULATION BY AGE, CUMBERLAND COUNTY, 1960-1980, AND PROJECTION FOR 1985 (PERCENTAGES)

Age Group	1960	1970	1980	1985
0 - 4	10.9	7.8	10.1	10.2
5 - 14	20.0	19.4	15.4	17.2
15 - 19	8.1	10.5	8.5	6.8
20 - 34	19.0	20.5	24.8	23.5
35 - 64	33.6	33.2	32.6	33.0
65+	8.5	8.6	8.5	9.3

Source: U.S. Bureau of the Census (for 1960-1980); Office of State Planning and Development, Commonwealth of Pennsylvania Projection Series Population and Labor Force by Age and Sex for the State and the 67 Counties for 1975, 1980, 1985 and 1990; September 1973 Revisions Report No. 73 PPS-3 (Harrisburg: Office of State Planning and Development, October, 1973), p. 35 (for 1985).

Graph 3.3, Table 3.2 and the table in Appendix II from which they are derived indicate the following:

1. Numerical increases in all age groupings except 15 - 19, which shows a steady decrease.
2. A sharp numerical rise apparent in the 0 - 4 group after hitting a low in 1970. The rise is expected to continue. The proportion will probably remain stable from 1980 to 1985.
3. A drop in proportion for the 5 - 14 group since 1960, but should increase slightly from 1980 to 1985.
4. Steady numerical and proportional decrease for the 15 - 19 group after 1970.
5. A strong numerical increase for the 20-34 group, but its proportion will decrease slightly from 1980 to 1985.
6. A strong numerical increase for the 35 - 64 group, but its proportion will remain stable.
7. A steady numerical increase in the 65+ group, particularly women, although the proportion will increase only slightly from 1980 to 1985.
8. From 1980 to 1985, the lower and higher age groups will increase numerically and in proportion at the expense of the groups from 15 to 34. By 1985, almost one out of every ten persons will be 65 years of age or over; one out of ten will be younger than 5 years old.

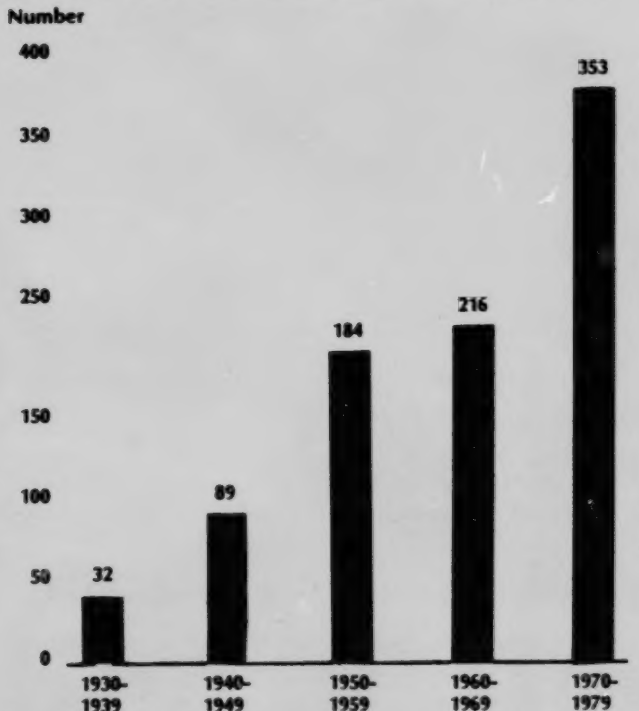
Race and country of origin. Cumberland County does not have a diversified racial mixture. According to the 1970 Census, 98.6 per cent of the population was white, 1.1 per cent was black, and .2 per cent was listed as "Other." There were 20.6 per cent fewer blacks in the county in 1970 than in 1880.[10] Carlisle had 56.5 per cent of the black population, 8.5 per cent were in Shippensburg Borough, 28.4 per cent were in the White Hill

Correctional Institution in Camp Hill (actually, Lower Allen Township), the remaining 6.6 per cent were scattered throughout the county. There were no blacks in seven of the county's thirty-two census tracts and only one in each of five others. There were only seven blacks in the entire western half of the county between Carlisle and Shippensburg. There is every indication that the basic distribution of the black population has changed very little since 1970. Any change may have involved a slight increase in black migration from outside the county into its eastern half as a result of commercial/industrial growth in that area.

Until the detailed 1980 Census results appear, there is no accurate indication of the number of orientals in the county. The estimated number of Vietnamese in 1975 was 362.[11] There are an additional number of Thais, Chinese, Cambodians, Koreans, Japanese, and Filipinos.

During the past 100 years, few immigrants came to settle in the county. It was devoid of the large turn-of-the-century immigrant influxes from eastern and southern Europe. Only 6.7 per cent of the population in 1970 were of foreign stock. More than a third of the foreign born were German, English, Irish, or Canadian, which helped blend them easily into the native population.

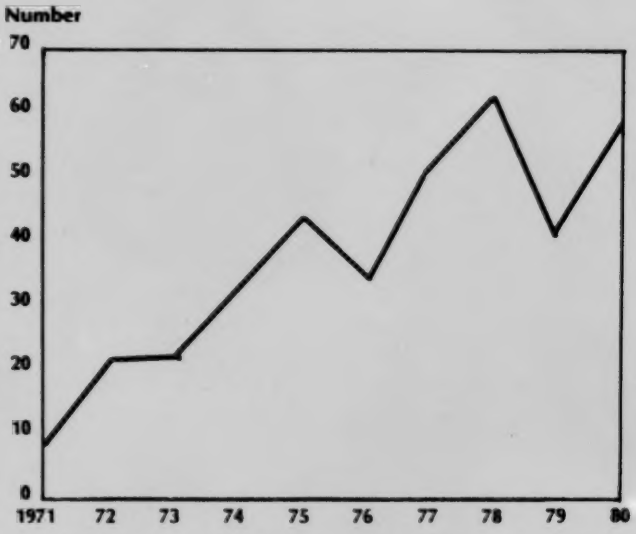
There was a brief spurt in the number of persons naturalized as citizens after World War II (mostly refugees and war brides) and after the Hungarian Revolution of 1956. The number of newly naturalized citizens dropped sharply at the beginning of the 1970s, but steadily rose through the decade, especially due to the arrival of persons from Southeast Asia after the Vietnam War. Several Cuban refugees settled in the area as a result of the mass exodus from Cuba in 1980. Of these, few had been naturalized as of the end of 1980.



Graph 3.4.--Number of Persons Naturalized as U.S. Citizens in Cumberland County. 1930-1979.

Source: Cumberland County Prothonotary's Office.

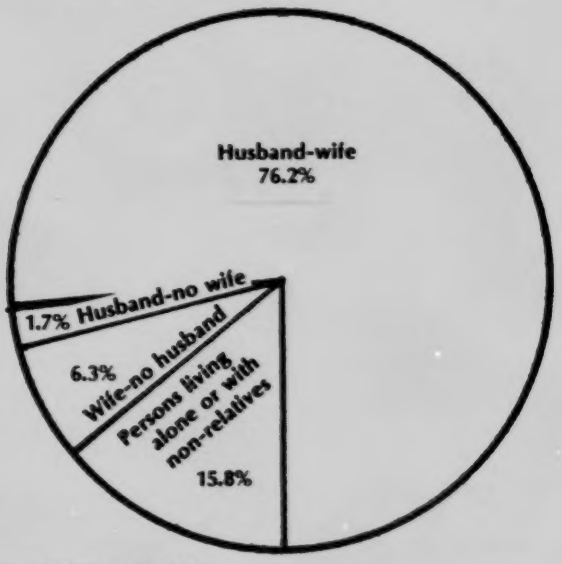
Graphs 3.4 and 3.5 show the number of persons naturalized in the county since 1930. Of the 933 persons naturalized since then, about twenty-two resided outside the county at the time of naturalization. Only fifty-one persons resided west of Carlisle in the county; nearly half of these were Shippensburg residents. Persons naturalized in 1980 came from eighteen countries.



Graph 3.5.--Number of Persons Naturalized as U.S. Citizens in Cumberland County, 1971-1980.

Source: Cumberland County Prothonotary's Office.

FAMILY STRUCTURE AND MARITAL STATUS.



*Two-thirds were female.

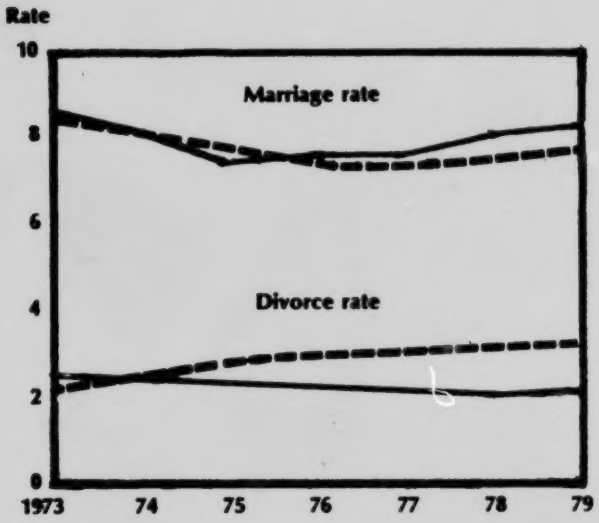
Graph 3.6.--Percentage Distribution of Households by Type, Cumberland County, 1970.

Source: U.S. Bureau of the Census.

Cumberland County's family structure in 1970 was based very much on the traditional model of husband-wife households. The percentage of such households was higher in this county than in the seven nearby

counties. The percentage of persons (especially males) living alone or with non-relatives was lower than in any of the seven counties except York, with which Cumberland County was tied. Only Perry County had a smaller percentage of households headed by a spouseless wife. None of the seven could match Cumberland County's low percentage of households headed by a spouseless husband.

Whether these percentages are true for 1980 remains to be seen. According to a recent report by the U.S. Department of Commerce, almost one of every five families with children in the U.S. in 1979 was maintained by one parent--an increase of 79 per cent since 1970. There was also a substantial increase in the number of non-family households, especially one-person households.[12] Yet, the following graph showing the county's (and Pennsylvania's) marriage and divorce rates from 1973 to 1979 indicates a high degree of stability of family life in the county.



Key:

Cumberland County _____

Pennsylvania - - - - - - - - -

Graph 3.7.--Marriage and Divorce Rates, Cumberland County and Pennsylvania, 1973-1979.

Sources: Pennsylvania Department of Commerce, Bureau of Statistics, Research & Planning; Pennsylvania Department of Health, Health Data Center.

How this change in family structure affects and will affect individual family members is just beginning to become apparent. For example, a three-year study of children from one-parent families is being conducted by the National Association of Elementary School Principals and the Institute for the Development of Educational Activities of the Charles F. Kettering Foundation. A recent report on the first year of the study uncovered some problem areas for children from one-parent families: lower school grades, increased disciplinary problems, a higher dropout rate, and increased absenteeism.[13] There well may be other problems which must be considered by human service agencies, health care agencies, libraries, business organizations, etc.

The average number of persons per family in Cumberland County in 1970 was 3.49, a figure which was above average for the region.[14] The county had a smaller percentage of families (43.4) with *no* children under the age of 18 than any of the seven nearby counties. About one-fourth of all families had children under the age of 6. County families averaged 1.39 children, with ranges from .77 children per family in the downtown area of Carlisle to 1.6 in Upper Allen Township.

The decreasing size of American families during the nation's history has been paralleled in the county's history. The county's families have been subjected to many of the same cultural forces as those in the rest of the nation. How far the average size of families and the number of children per family will continue to drop remains to be seen. The results of the 1980 Census must be reviewed to determine recent trends in order to provide a basis for future projections.

Education. The 1970 Census indicated that Cumberland County's population had more years of schooling than did other Pennsylvanians or other Americans (see Table 3.3). For a detailed discussion of the current demographic aspects of education in the county, see Chapter IX.

TABLE 3.3
DISTRIBUTION OF POPULATION BY YEARS OF SCHOOL COMPLETED PLUS MEDIAN YEARS, COMPLETED, 1970

Category	Cumberland County	Region	State	U.S.
% with less than 8 years	8.4	12.3	14.4	15.5
% high school graduates	60.6	48.3	50.2	52.3
% college graduates	12.5	8.0	8.7	10.7
Median years completed	12.3	*	12.0	12.1

*Figures not available

Source: U.S. Department of Commerce, Bureau of the Census, *Census of Population: 1970, Final Report PC(1)-C-40 Pennsylvania, General Social and Economic Characteristics* (Washington, DC: Government Printing Office, 1972), Table 120; U.S. Department of Commerce, *Census of Population: 1970, Final Report (PC(1)-C1 United States Summary, General Social and Economic Characteristics* (Washington, DC: Government Printing Office, 1972) Table 75.

Employment. See Chapter X for the current demographic aspects of employment, e.g., labor force, employment, unemployment, and distribution of workers in occupations and industries.

Retirees. There are no readily available statistics concerning the number of retirees in the county. The 1970 Census does not appear to have enumerated this characteristic. The number of persons receiving Social Security income is only a partial indicator, because some of them continue to work part-time or full-time since their first retirement, some persons retire before reaching the age at which they become eligible for Social Security, and some persons are not eligible for such payments at any age. Also, there is no centralized location for the maintenance of statistics for military

retirees on a county basis.

Despite the difficulty of providing a valid figure for the number or percentage of retirees, there is unquestionably a large number, both civilian and military. This can be deduced by looking at the numbers of persons receiving Social Security payments, the number of persons (especially males) over the age of 65, the number of persons belonging to associations of retired military personnel, and the number of retired military personnel who make use of various military facilities in the area.[15]

Veterans. According to the Cumberland County Office of Veterans Affairs, more than 25,000 military veterans live in the county. There are still about 950 World War I veterans among them, but most are veterans of World War II (46 per cent), the Korean War (21 per cent), and the Vietnam War (28 per cent).

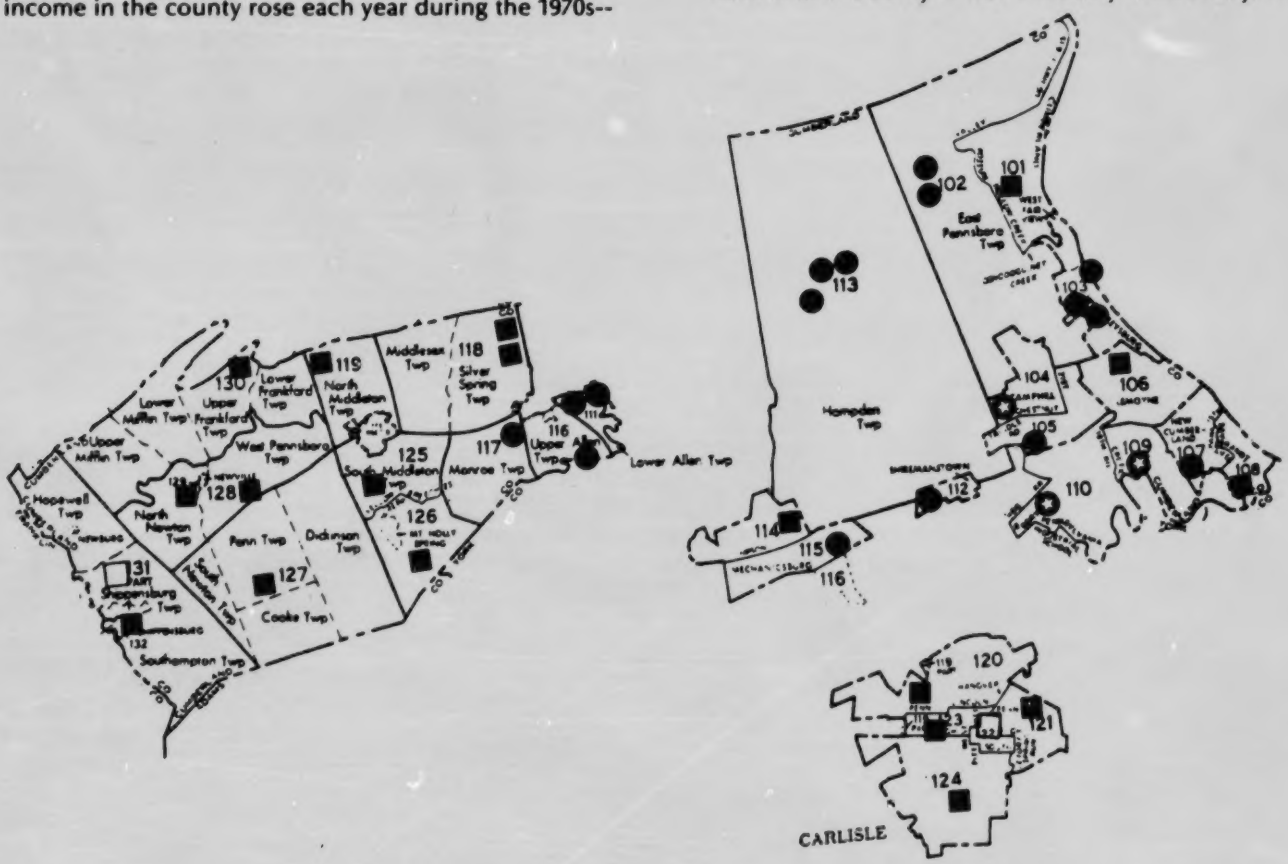
Income. The income level for persons living in the county is high in comparison to that of the rest of Pennsylvania's population. The median household effective income (i.e., after tax income) for the county is the fourth highest of any county in Pennsylvania and the highest outside the Philadelphia area.[16] Per capita income in the county rose each year during the 1970s--although probably not at a greater rate than did inflation--and was fifth highest of Pennsylvania counties at the end of the decade.

The range of median before-tax incomes among the county's census tracts in 1980 extend from $8,700 (in central Carlisle) to $34,000 (in western Lower Allen Township).[18] Map 3.2 shows median household incomes according to census tracts (see Appendix III for census tracts).

The percentage distribution of households within income categories provides a view of the income picture from a different perspective. Table 3.4 shows the *median percentage of households* (estimated) and ranges for that median within each income category for all census tracts during 1980.

A quick glance at the table shows that a median of 68 per cent of households have incomes below $12,000 per year. It also shows that the largest percentages of households in the lower income categories appear in central Carlisle, while the largest percentages of households in the upper income categories appear in parts of the West Shore.

Cumberland County is not a wealthy community. A



Map 3.2.--Median Household Incomes (Est.) by Census Tract, 1980.

Source: Donnelley Marketing, *Market Profile Analysis: Harrisburg, PA SMSA*, 1980-1981 ed. [Nevada, Iowa]: Financial Services Group of Donnelley Marketing, [1980]), Retail Market Factors I, pp. 1-4.

Key:

- ☐ $8,000 - $14,000
- ■ $14,001 - $20,000
- ✪ $26,001+
- ● $20,001 - $26,000

TABLE 3.4
MEDIAN PERCENTAGES OF HOUSEHOLDS (EST.) AND MEDIAN RANGES WITHIN INCOME CATEGORIES BY CENSUS TRACT, CUMBERLAND COUNTY, 1980

Income Categories ($1,000)	Median % of households	Household Percentage Range	Locations with Bottom 3 Medians in Category	Locations with Top 3 Medians in Category
0 - 7.9	39	11 - 70	Wester Lower Allen Twp. New Cumberland Camp Hill	Central Carlisle (Tract 122) Central Carlisle (Tract 123) Newville
8 - 11.9	29	12 - 41	Shiremanstown Western Lower Allen Twp. Camp Hill	Central Carlisle (Tract 123) Northern half S. Middleton Twp. Tract 101 of E. Pennsboro Twp.
12 - 14.9	14	3 - 21	Newville Central Carlisle (Tract 122) Central Carlisle (Tract 121)	Lemoyne Shiremanstown Tract 101 of E. Pennsboro Twp.
15 - 24.9	15	5 - 44	Newville Cooke, Penn Dickinson, S. Newton Twps. (Tract 127) Central Carlisle (Tract 122)	Western Lower Allen Twp. Camp Hill New Cumberland
25+	3	0 - 18	Central Carlisle (Tract 121) Central Carlisle (Tract 122) Central Carlisle (Tract 123)	Camp Hill Western Lower Allen Twp. Southern half of Carlisle

Source: Donnelley Marketing, *Market Profile Analysis: Harrisburg, PA SMSA*, 1980-1981 ed. (Nevada, Iowa: Financial Services Group of Donnelley Marketing, [1980]), Retail Market Factors II, p. 1-4.

large proportion of its households are in the lower and middle income ranges. Yet, there is a wide diversity of incomes within and among the municipalities, with high income families in all parts of the county.

Community Services of Pennsylvania computed a Social-Economic Stability Index for all counties in the state. Nine social-economic indicators were used to determine each county's ranking.[19] Cumberland County ranked first in the state, well above all other counties.

Poverty is not absent from the county, but it is not a significant factor in social-economic planning except in those areas such as certain portions of Carlisle and the western half of the county where the percentage of families below the poverty level exceeds about 8 per cent.

Mobility. There are two aspects of mobility to be considered: mobility in terms of moving into and out of the county and mobility in terms of availability of various means of transportation.

Mobility in terms of moves in and out of an area can be determined by the turnover ratio, which is the ratio of moves to all households that have moved into, moved out of, or remained in a given area. The current turnover ratio for the county is about .29, which means that 29 moves have occurred for every 100 households. Census tract turnover ratios range between .13 in western Lower Allen Township to .47 in central Carlisle.[20] Not all of these moves were into or out of the county. Many were moves within the county, sometimes within the same municipality.

The following table shows the distribution of population according to length of residence. The wide range of distribution indicates a very mixed population in terms of length of residence in the current residence. One could draw conclusions from this data about people's familiarity with the neighborhood, their sense

TABLE 3.5
MEDIAN LENGTH OF RESIDENCE AND RANGE OF MEDIANS, CUMBERLAND COUNTY, 1980

Length of Residence (years)	%	Range
1 - 2	39	22% (New Cumberland) - 54% (Central Carlisle)
3 - 5	14	10% (New Cumberland - 23% (Mt. Holly Springs)
6 - 9	14	8% (Shippensburg Twp. and part of Shippensburg Borough) - 21% (Tract 116 of Mechanicsburg Borough)
10+	35	21% (Hampden) - 55% (New Cumberland)

Source: Donnelley Marketing, *Market Profile Analysis: Harrisburg, PA SMSA*, 1980-1982 ed. ([Nevada, Iowa]: Financial Services Group of Donnelley Marketing, [1980]), Retail Market Factors II, pp. 1-4.

of belonging in the community, and the presence of community pride and loyalty.

Mobility in terms of availability of various means of transportation can be shown in the following characteristics:

1. Nearly 104,000 passenger vehicles and 5,500 motorcycles were registered in the county during 1979. The number of passenger vehicles was the 18th highest of the state's 67 counties. The number of motorcycles was 14th highest among the counties.[21]
2. There are approximately 1.6 private vehicles (automobiles and motorcycles, but not trucks) per household in the county.
3. About 8 per cent of housing units have no privately owned vehicles. On the other hand, 45 per cent of all households have more than one vehicle.
4. Roughly 85 per cent of employed persons drive their private vehicles to work. Another 4 per cent ride the bus. The remainder walk to work or work at home.

All of the data above relating to mobility indicate that the population of the county is highly mobile, both in terms of length of residence and means of transportation.

HOUSING

Housing construction in Cumberland County has been a slight step behind population growth throughout much of the county's history. In most years, this has been due to the rates of immigration and natural population increase exceeding construction capabilities. During the past two years, additional factors have been added: soaring mortgage rates combined with rapidly rising prices of new homes.

Population growth in certain locations during certain years created housing spurts seldom equalled in later years. For example, about fifty or sixty new tenaments plus about ten other dwellings were constructed in Carlisle during the summer of 1856.[22] During the summer shortly after the Civil War, at least 120 houses were erected in Mechanicsburg.[23] These spurts and those which would follow were encouraged by increased business opportunities, the introduction of public utilities (gas, water, electricity), or the introduction of public transportation lines in the area.

Many older houses remain--some dating to the late 1700s--throughout the county. Homes built before 1900 are gradually diminishing in proportion to total housing as they are destroyed by fire, time, and demolition, and as many new houses are built.

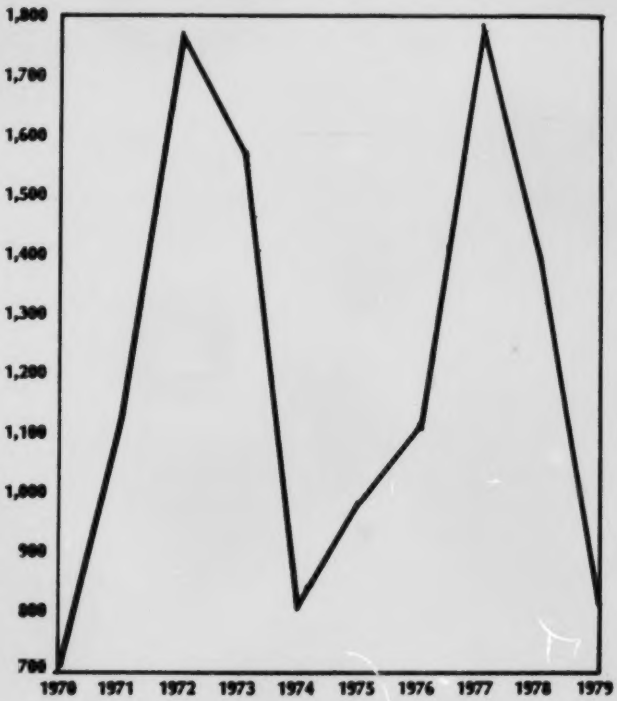
Most municipalities are conscious of their architectural heritage and the historic value of many old structures. Some have historic preservation ordinances and have made determined efforts to rehabilitate and preserve older homes and other edifices through grants, loans, building code requirements, and zoning restrictions.

An attempt to describe the characteristics of any area larger than a neighborhood would be difficult, if not impossible, because of the same diversity in housing types which is so typical of other aspects of life in the county. Housing consists of a variety of styles and construction materials. Yet, there are some characteristics which do stand out. There are few houses of non-traditional shapes (e.g., domes or other modernistic, unconventional styles). There are few houses built specifically to take advantage of energy-saving features (e.g., indirect heating, solar heat, or underground homes). There are no slums or skid rows in the urban sense of these terms. Most municipalities have some means of providing for orderly and careful growth of residential, commercial, and industrial areas and for maintaining each area's general character.[24] All but Hopewell and Upper Mifflin Townships in the northwest corner of the county have municipal land subdivision regulations. Nearly all of the easternmost two-thirds of the county plus South Newton Township and Shippensburg Borough also have municipal planning commissions and municipal zoning ordinances. Some municipalities also have codes setting minimum standards for maintaining the exterior of all housing.

Zoning ordinances are strictly adhered to for the most part. Municipalities vary as to the degree to which they will allow zoning changes and variances. Many citizens of municipalities with zoning ordinances are generally aware of them and on occasion have made their opinions known during public hearings on such matters. In some cases, particularly in the eastern third of the county, citizen protests against a proposed change have resulted in official denial of a request for change.

Official denial of such requests or denial of permission to build authorized structures in a particular area may also be based on other factors, particularly the availability of public water and sewage and the ease of vehicle access to the sites.

Yet, official commissions, ordinances, and regulations have not stopped or hindered growth. They are generally reasonable and judicious. In fact, most municipalities (there are notable exceptions) encourage growth as essential to the economic well-being of the municipality. The graph below shows the numbers of building permits for residential housing issued in the county during the past decade. Appendix IV contains a table detailing the building permits issued within each municipality for the period.



Graph 3.8.--Number of Building Permits issued for Residential Housing, Cumberland County, 1970-1979.
Source: Tri-County Regional Planning Commission.

The kind of housing built during the past several years has consisted of single-family and multi-family dwelling units. Most houses are single-family units; most new construction is of the same type. Yet, a growing proportion of multi-family dwelling units have been constructed, especially in the Carlisle area and in the eastern third of the county.[25] During 1979, subdivision plats (for ten or more lots or dwellings) comprising nearly 3,300 acres were submitted. About half were in the central portion of the county; the remainder were about equally divided among the eastern and western section.[26] Townhouses and apartment houses have become increasingly popular in recent years, especially

as the cost of single-family houses climbed so drastically. In addition, Messiah College, Messiah Village and Green Ridge Village (residential complexes for elderly persons), and the Central Pennsylvania Business School began construction in 1980 of multi-resident facilities for persons affiliated with their institutions. Condominiums are rare in the county and do not seem to be much in demand.

About three-quarters of all single-family units are owner occupied.[27] Only about two-thirds of rural farm housing units are owner occupied.[28] What the current housing market with its high mortgage interest rates and high selling prices for single-family houses will do to the proportion of owner occupied housing remains to be seen. Many families find themselves priced out of the market for home buying. In June, 1979, the Tri-County Regional Planning Commission, using the 1978 average market value of $66,642 for a single-family house, stated:

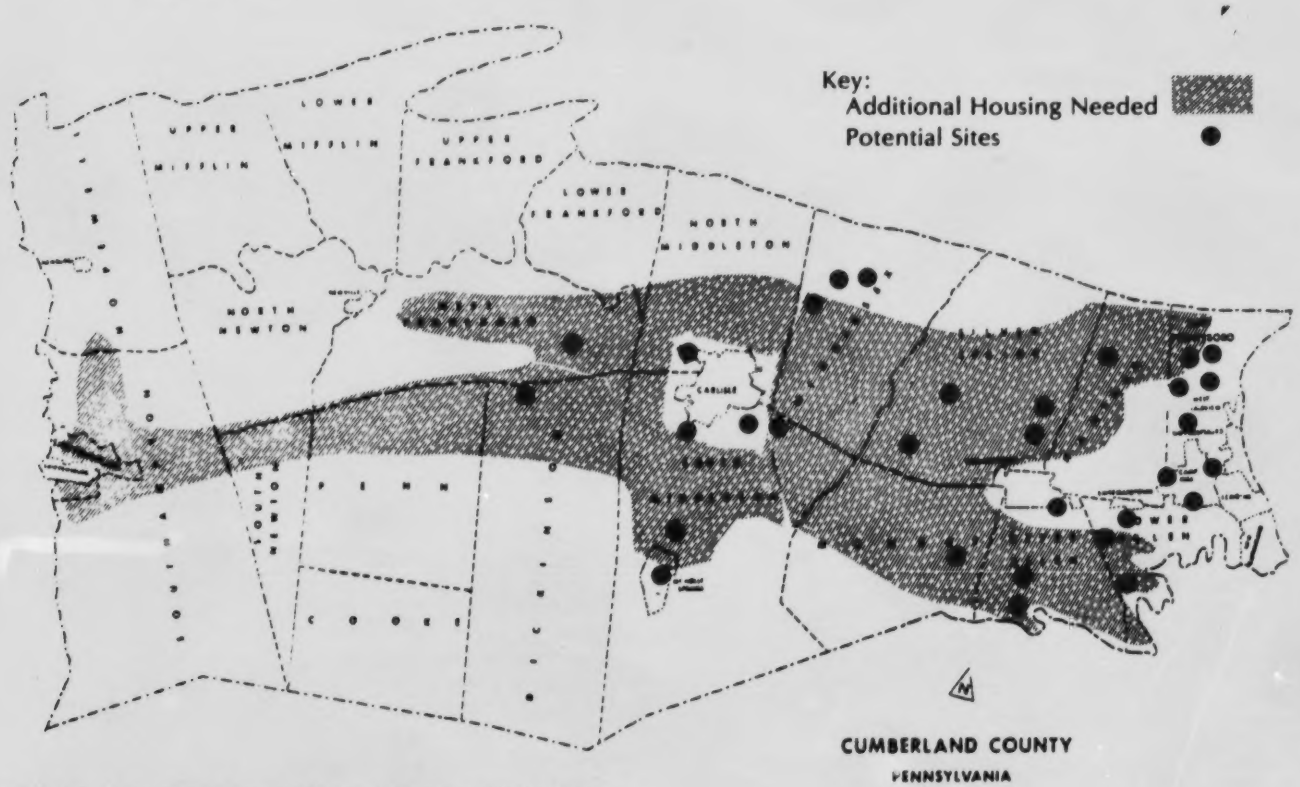
> At the end of 1977, the average median family income...for the Harrisburg SMSA [Standard Metropolitan Statistical Area] was $16,300 for a family of four. This made the moderate income range of $13,041 to $19,560 for a family of four. For years, lending institutions have been using 2½ times your annual income to determine the amount of mortgage one can afford (example 2½ x $16,300 = $40,750)...Using this criteria, it should be noted that the upper level of the moderate income range could not afford the average market price for a single family dwelling.[29]

Since those figures were obtained, interest rates for mortgages climbed about 50 per cent and inflation continued to push housing prices even higher. Even though the moderate income range moved up somewhat, it has not been able to catch up with inflationary pressures. Persons in the moderate income range are often opting to buy less costly multi-family dwelling houses or mobile homes, or are renting.[30]

While persons in the upper income range have little or no trouble buying homes, persons in the lower end of the economic scale have fewer options available. Even the less-costly multi-family dwellings are beyond their ability to purchase. Renting instead of buying is not always a useful option. Persons renting should not spend more than a quarter of their net income for rent. For families with a monthly income of $750.00, this means that not more than $187.50 should be spent for rent. Rentals for families of four persons exceed this figure. Mobile home purchase or rental is often the only practical alternative (other than living with a home-owning relative).

Steps have been taken during the past year to increase the availability and livability of housing for low income families. Active work has been done toward developing more public housing and by rehabilitating low income housing.[31]

About 19 per cent of the elderly have incomes below the poverty level. They have special housing needs to which increasing attention has been paid by various



Map 3.3.--Areas Requiring Additional Housing during 1981-1990 and Potential Sites for New Housing Developments.

Source: Tri-County Regional Planning Commission, *Housing Plan Phase IX 1979* (Harrisburg: Tri-County Regional Planning Commission, [June, 1979], p. 5 and Map 1.

government agencies at all levels. New housing for the elderly was planned in 1980 by some of those agencies and by private organizations, with work to begin on the various projects in 1981.[32] The largest proportion of this housing is planned for Carlisle and the surrounding area. Additional work has been underway to upgrade present housing for the elderly by government-subsidized or government-provided weatherization and rehabilitation programs.

There will be a continuing need for additional housing for all income categories for the foreseeable future. There is room for growth. Excellent sites are available for a considerable amount of new housing. Map 3.3 indicates where housing will be needed during the 1980s and pinpoints those sites considered most suitable by the Tri-County Regional Planning Commission.

FOOTNOTES

[1]Cumberland County Historical Association, *Two Hundred Years in Cumberland County*, p. 132.

[2]Capitol Region Planning and Development Agency, *Capitol Region Economic Development District Initial Overall Economic Development Program* (Harrisburg: CRPDA, November, 1977) p. IV-14.

[3]Unless otherwise cited, all demographic data comes from the U.S. Bureau of the Census documents listed in the Bibliography.

[4]Unless an error has been made by the U.S. Bureau of the Census, it would seem that 69 per cent of Pennsylvania's 23,795 population gain was in Cumberland County. According to figures released at the end of 1980, Pennsylvania's population increased from 11,800,766 to 11,824,561 during the past decade.

[5]Pennsylvania Department of Commerce, *1979 Pennsylvania Abstract* plus 1980 Census figures.

[6]Southampton Township, Franklin County, in which part of the borough of Shippensburg lies, also has had similar steady increases in total population and population density during its history.

[7]John Senier, *Population Projections for Pennsylvania and Counties 1970-2000* (Harrisburg: Pennsylvania Department of Education, Sept. 1975); Office of State Planning and Development, Commonwealth of Pennsylvania, *Pennsylvania Projection Series Population and Labor Force by Age and Sex for the State and the 67 Counties for 1975, 1980, 1985 and 1990; September 1973 Revisions* Report No. 73 PPS-3 (Harrisburg: Office of State Planning and Development, October, 1973).

[8]Article, *Evening Sentinel*, June 24, 1980; Article *The Patriot*, Oct. 9, 1980. These shifts may result in an end to what has been considered by many people to be a youth-oriented society. There have been some studies which suggest that such a

change has already taken place, both from a social and economic standpoint.

[9]Community Services of Pennsylvania, *Poverty in Pennsylvania*, 3rd ed. (Harrisburg: Community Services of Pennsylvania, January, 1979), p. 9.

[10]Steinmetz, *The West Shore Shopper's Heritage of the West Shore*, p. 34.

[11]Capitol Region Planning and Development Agency, p. IV-34.

[12]Article, *New York Times*, August 17, 1980.

[13]Article, *The American School Board Journal*, October, 1980, p. 19.

[14]The average number of persons per *household* in the county was somewhat lower--3.13, also average for the region. The average number of persons per household in the U.S. was 3.3. According to an estimate by the U.S. Department of Commerce, the figure for the U.S. decreased to 2.8 by the beginning of 1980. Article, *U.S. News & World Report*, June 16, 1980.

[15]The availability of military facilities and other favorable aspects of life in the county continue to attract many military retirees to a permanent home here.

[16]Community Services of Pennsylvania, *Poverty in Pennsylvania*, p. 20.

[17]Pennsylvania Department of Commerce, *1980 Pennsylvania Statistical Abstract*, pp. 140-1. (Also, see *Abstract* for 1978 and 1979.)

[18]Donnelley Marketing, *Market Profile Analysis: Harrisburg, PA SMSA*, 1980-81 ed. ([Nevada, Iowa]): Financial Services Group of Donnelley Marketing, [1980]), Retail Market Factors I, pp. 1-4.

[19]Community Services of Pennsylvania, *Poverty in Pennsylvania*, pp. 7, 13. The nine indicators were: unemployment rate, median income, school drop-out rates, retail sales, infant deaths, population change, number of physicians, rates of children born out of wedlock, and public assistance roles. "Each county was awarded a point value according to its rank for each indicator - a high of 4 points to a low of 1 point per indicator. A perfect score would be 36 points, the lowest possible, 9 points." Cumberland County received 35 points. Also see Pennsylvania Department of Commerce *1980 Pennsylvania Statistical Abstract*, p. 204, which shows that the percentage of persons receiving public assistance funds in the county for the fiscal year ending June 30, 1979 was the lowest among all Pennsylvania counties.

[20]Donnelley Marketing, Retail Market Factors I, pp. 1-3.

[21]Pennsylvania Department of Commerce, *1980 Pennsylvania Statistical Abstract*, p. 408. This figure does not include trucks used solely for non-commercial purposes.

[22]Cumberland County Historical Association, *Two Hundred Years in Cumberland County*, pp. 184-6.

[23]Bates, p. 250.

[24]Tri-County Regional Planning Commission, *Annual Report 1979* (Harrisburg: Tri-County Regional Planning Commission, [1980]), p. 18.

[25]The median number of single-family dwelling units per census tract as of 1980 was 76.5, according to Donelley Marketing, with a range from 35 in central Carlisle to 92 in Camp Hill. The median number of multi-family units was 23.5, with a range from 8 in Camp Hill to 65 in central Carlisle. Donnelley Marketing, Retail Market Factors II, pp. 1-3.

[26]Tri-County Regional Planning Commission, *Annual Report 1979*, o. 16.

[27]Donnelley Marketing, Retail Market Factors II, pp. 1-4.

[28]U.S. Bureau of the Census, *Housing Characteristics for States, Cities, and Counties*, Vol. 1, Part 40, Pennsylvania (Washington, DC: Government Printing Office), Table 66, pp. 40-340.

[29]Tri-County Regional Planning Commission, *Housing Plan Phase IX 1979* (Harrisburg: Tri-County Regional Planning Commission, [June, 1979]), p. 13.

[30]Only a few houses are made available for sale each year well below market price through events such as Sheriff's Sales or Tax Sales or by bank repossession due to failure to maintain mortgage payments. The general economic situation in the county is reasonably good. Also, people will make every effort to prevent losing their property due to failure to pay taxes or mortgage payments. For example, of about 190 properties advertised for a September, 1980, tax sale, only nine had to be sold. Claims for all other properties were settled prior to the day of sale.

[31]There are currently three public housing programs:

1. Section 8, Existing: a listing of available rentals which meet certain standards is maintained. Renters pay a portion of the rentals and a supplement is given by a government agency to the landlord to make up the difference. As of August, 1980, there were 270 units in 19 municipalities (but primarily in Carlisle), of which about 205 were leased and occupied.
2. Section 8, Moderate Rehabilitation: existing units are required to be rehabilitated by landlords to meet standards before a government supplement is given to landlords. As of August, 1980, there were 96 units in 10 municipalities approved for this category.
3. Turnkey new construction: new housing. As of August, 1980, 100 units were planned for Carlisle, with construction to begin in 1981.

There are also low-income housing developments which are privately owned without connection to government programs.

[32]As of August, 1980, there were 449 multi-unit, private living quarters planned for three facilities in the eastern third of the county. Another 110 units were being planned for Carlisle.

CHAPTER IV

TRANSPORTATION

A community's transportation system is an extremely important part of its social and economic nature. "The ease with which people and goods can be transported within the community, and...between the community and other communities within its socio-economic orbit, plays a large role in determining the community's social and economic nature."[1]

The development of Cumberland County has been tied very closely to the ease and direction of its transportation network. The Susquehanna River on the east and the mountains to the north and south had a significant effect on the development of its economy.

The first white trappers and traders used the Susquehanna River as a north-south transportation route. They also stopped off at many points along the river to conduct their business. Moving inland, they took advantage of the narrow Indian trails which were often over the most convenient routes. In what was to become Cumberland County, some of these trails went north and south within the valley, with a few crossing the infrequent gaps in the mountains. Others went in an east-west direction along the valley.

In time, the most accessible crossing points along the Susquehanna became locations for ferry service by raft or flat-bottomed boat. Ferries were used at first to carry the pack horse trains of traders heading west to do business with the Indians. Settlers soon made use of the ferries. Some decided to go no further, settling along the west shore of the river. Others moved inland across the valley and settled beside creeks and other favorable locations to take advantage of the water supply, food, soil, and favorable locations through which travelers would pass.

The first east-west public road across the county followed the well-worn route initially taken by the Indians, then the traders, and finally the white settlers. This road was laid out in 1735 and would undergo various improvements and transformations, becoming the Harrisburg-Chambersburg Turnpike in 1816 and, in the 20th century, a two-lane paved section of U.S. Route 11 (with portions becoming three and four lanes in the easternmost and westernmost parts of the county).[2]

Other routes which had been earlier Indian paths or later paths established by the settlers became passable roads in the late 1700s, especially in the eastern part of the county. The state road leading from Harrisburg to Gettysburg crossing the southern portion of the county was laid out in 1810. Work on the Hanover-Carlisle Turnpike, a north-south route, commenced in 1812, part of it along a public road originally laid out in 1793. At approximately the same time, the Harrisburg-York Turnpike was built along the west side of the Susquehanna.[3] All of these early roads would undergo the same kinds of improvements and transformations which affected the Harrisburg-Chambersburg Turnpike. They would become part of the Pennsylvania and U.S. road networks in the 20th century. (See Map 1.1 for the major transportation routes in the county.)

By the early 1800s, traffic across the river had increased to the extent that the state legislature authorized construction of a bridge across the river from Harrisburg to Lemoyne, adjacent to one of the ferry routes, Kelso's Ferry (formerly Harris' Ferry). The bridge, nicknamed the "Camelback" because of its design, opened in 1813. With the coming of the bridge, the ferry fell into disuse and was abandoned.[4] The Camelback was destroyed during a flood in 1889, but was by then no longer the only bridge across the river in this area.[5] Another ferry, which crossed the river between New Cumberland and Steelton, remained in operation until 1920, by which time it had long since failed to compete with the bridges which carried trains and vehicles.[6]

The small loads of the early Indian traders and settlers eventually gave way to large quantities of commercial goods such as coal, lumber, iron, flour, grain, and whiskey carried by "arks" on the river and great teams of horse-drawn wagons. Warehouses to hold these items were built at various points along the river. Inns and taverns to accommodate an increasing number of travelers proliferated along the major inland routes.[7]

> The frequently impassable Susquehanna River was the phenomenon that made Mechanicsburg possible. The Kelso Ferry House on the west shore of the river was small and had only a small wagon yard. The Hendrick's Tavern at 24th Street in our present Camp Hill had little more to offer. On the other hand, the old Trindle's Tavern at Trindle Springs offered unlimited wagon space and large fields for pasturing livestock. It was during delays caused by high water that any questionable

equipment was repaired before a river corssing was attempted.[8]

The increasing cross-country commerce was an impetus to the introduction of the railroad in the county (and vice versa). The first line was laid in the county in 1837 over a short stretch from the west shore of the Susquehanna to Carlisle. It was quickly extended across the valley to Chambersburg. The first railroad bridge over the river was built two years later.[9] Two trains per day were going along this route by 1849.[10] A line running south from Marysville in Perry County through West Fairview and Bridgeport (later called Lemoyne) over to Harrisburg soon followed, providing morning and evening passenger service each day.[11]

Simultaneously with the coming of the railroad, various stage coach lines were opened along established routes. Unfortunately for their owners, the railroads' relative speed, comfort, and carrying capacity quickly made the stage lines obsolete, causing their early demise.

By the turn of the century, street railways (trolleys or streetcars) had made their appearance in the county. The first electric trolley began operating in Carlisle in 1895.[12] A line was built from Harrisburg to Lemoyne in 1896 and extended to Camp Hill five years later. The line from Carlisle to Mt. Holly Springs was opened in 1901. Electric trolley service was added in 1905 to the D & M Branch Line of the Cumberland Valley Railroad Service, providing up to seven round trips daily between Mechanicsburg and Dillsburg (York County).[13] By 1910, trolley service extended all the way from the Susquehanna to Newville. In the western part of the county, Shippensburg soon received trolley service, which was connected to Chambersburg in 1913. An attempt was made to extend service to Newburg that same year, but "the project folded for lack of investment and realistic engineering."[14] The county had been almost connected from east to west and beyond in both directions by street railway service. It was, however, connected with an even greater network extending throughout the northeastern United States. Cumberland County was on the southwestern fringe of a web of lines extending without a break to Wilmington, Delaware, Waterville, Maine, and Fonda, New York.[15]

Growth of the street railways in the county was not a smooth one, even though they were to play such an important role in the daily lives of the people. One early problem concerned the lack of track gauge compatability with the steam railroad. This severely limited freight service except for small loads within the county's borders. Therefore, most street railway service was confined to passenger use. Another difficulty facing street railways was that steam railroads viewed them as competition. Railroad companies tried many legal maneuvers to delay or inhibit growth of the trolley systems.

Street railways eventually succumbed to competition from other means of transportation. They could not compete with the convenience of having one's own automobile, which could go anywhere on any road at any time as fast as one chose. By the early 1920s, truck competition began to make inroads on the trolleys' small package freight business. The introduction of bus service in the eastern part of the county about 1930 made further inroads, this time on passenger loads so vital to the continuance of the trolleys.

A series of misfortunes hindered trolley service and hastened the substitution of buses: a severe ice storm in March, 1932, disrupted electric service in the West Shore area; a 1934 fire destroyed a car barn and four cars; a heavy snowfall during the winter of 1935-36 brought trolley service to a halt for a time; heavy rains in March, 1936, caused the discontinuation of electric railway traffic over the Walnut Street Bridge between Lemoyne and Harrisburg. Trolley service began to close down after World War I; by 1938, it was gone forever from the county.

Automobiles made their appearance on the county's roadways before the turn of the century. By 1915, taxis (in very small numbers) and trucks were making their presence felt. Laws and ordinances affecting vehicle use were put into effect in nearly every municipality. Road surfaces improved throughout the county to the point that all county roads as well as state and federal routes were paved.

Bridges--so important in an area crossed by so many streams--were strengthened or replaced with entirely new and improved ones. As of 1957, there were still eighteen wooden covered bridges in the county, all built in the last half of the 19th century. By 1980, three remained, only one of which was capable of handling vehicle traffic.

With each change in the mode of transportation, significant changes were brought about in settlement patterns, lifestyles, and commerce. Towns grew or diminished in population; work, shopping, and recreation patterns changed; and businesses developed or failed as one form of transportation replaced another or became prodominant.

Modern transportation facilities and networks have changed the face of Cumberland County and the lives of its citizens. The county is within a six-hour drive of about 20 per cent of the nation's population. Aircraft can cover the same distance in an hour.

There are no major airports in the county, but two private, general service fields are available: Carlisle Airport, with a 4,000-ft. paved runway, and Shippensburg Airport, with a 1,800-ft. turf runway. There are also several small, private, limited use heliports. The major airports to which the county's populace has access are located nearby: Capital City Airport just outside of New Cumberland in York County and the Harrisburg International Airport on the east side of the river in Dauphin County. The former is primarily a general service airport for executive and company-owned aircraft. The latter is a major airport served by passenger airlines and air freight forwarders. These facilities are only a part of the total air transportation system made up of about seventy facilities in the immediate six-county region.[16]

Rail lines pass through almost every borough and township in the county. However, rail service is limited to freight. The freight yards at Enola rank as the second largest in the nation, with almost 4,000 freight cars arriving daily.[17] There are no longer any passenger service stops. The nearest station for passenger service is the AMTRACK station in downtown Harrisburg.

Several bus lines operate in Cumberland County. Greyhound is the only national inter-city bus line

serving the county. Trailways (as well as Greyhound) operates out of Harrisburg's downtown terminal also used by AMTRAK. Regular local bus service is provided by three companies. Capitol Area Transit (CAT), with a fleet of seventy buses, serves Carlisle, Mechanicsburg, and the West Shore, and a large area of Dauphin County on the east shore of the river. This service provides connecting points with the interstate bus lines, railway service, and the major airports in the area. In Fiscal Year (FY) 1979, CAT furnished more than 1.6 million vehicles miles of service to the Harrisburg urbanized area, carrying 2.75 revenue passengers per vehicle mile.[18] C. C. Rider, which began service early in 1980, provides service Monday through Friday between Carlisle, Newville, Mt. Holly Springs, and Boiling Springs, which are all located in the central portion of the county. Both CAT and C. C. Rider require substantial public subsidies in order to give adequate service or even to remain in operation.[19] Sweger's Bus Service, based in Perry County, began operating in October, 1980, with three trips a day between that county and Carlisle.

There are shortcomings in the present bus operations. For example, bus service does not directly link certain important locations, e.g., Carlisle and Mechanicsburg.[20] Some service has been dropped due to inadequate ridership. Also, approximately 3,000 persons aged 60 and over (along with many other persons) in the western half of the county have no access to mass public transportation.

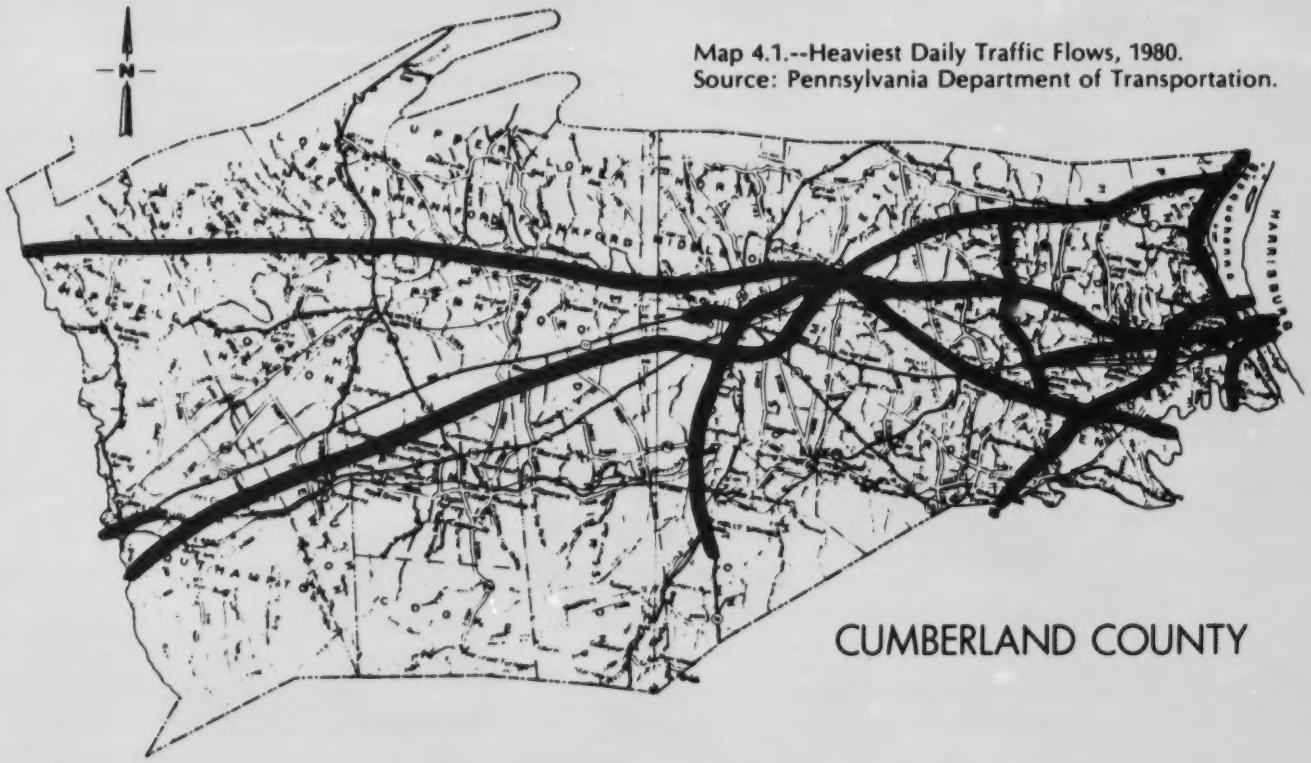
Special transportation services are available, though, for some elderly and/or handicapped persons. In accordance with state law, senior citizens are permitted to ride at no charge on local mass transportation systems during weekday off-peak riding hours (i.e., other than between 6 A.M. - 9:00 A.M. and 3:30 P.M. - 6:30 P.M.) and any time during weekends and holidays.

Tri-County WHEELS, Inc., a private, non-profit agency had the task of coordinating specialized transportation and providing services for various human service agencies until it shut down in October, 1980, due to continuing and increasing deficits. Cumberland County human service agencies resumed the task of providing specialized transportation, which they had done before WHEELS began operating two years ago. A county transportation office was formed late in 1980 to assume the task of coordinating services.

A Harrisburg Area Transition Plan has been developed with the goal of ensuring that within ten years the public transportation system in the area, when viewed in its entirety, will be readily accessible to handicapped persons: vehicles, fixed facilities, service, policies, and practices will all be modified or developed to give such access.[21] Part of that plan has already been implemented by the recent establishment of CAT's Special Efforts Transportation (SET), Inc., a non-profit corporate entity supplying special transportation services to the elderly and handicapped under a federal mandate.

The vast majority of school children in the county go to and from school on school buses. There are 304 school buses operating in the county. Some are owned by the school districts, but most belong to private companies which are under contract to the districts.

Taxis are not a significant means of transportation in the area. Few companies operate here. Most of the service is on the West Shore, and in Carlisle and Shippensburg. The fleets are small; their ability to stay in business is adversely affected by increasing operational costs. Many persons believe that taxis are too expensive



Map 4.1.--Heaviest Daily Traffic Flows, 1980.
Source: Pennsylvania Department of Transportation.

and consequently make little use of them.

The excellent and constantly improving road network crisscrossing the county has markedly enhanced the ease of travel within and through the county during the past forty years. The best of these are the interstate highways. The Pennsylvania Turnpike (U.S. I-76) was opened to traffic in 1940, making east-west travel across the state--and Cumberland County--much faster, easier, and more comfortable. Travel time from Harrisburg to Pittsburgh was cut from about six hours to three hours. Compared with Route 30, which had grades as steep as 9 per cent (9 feet rise in 100 feet of travel), the new highway had no grade greater than 3 per cent. There were two Turnpike interchanges in the county--at Carlisle and Mechanicsburg--but the latter closed recently. However, the traffic passing through the Carlisle interchange has increased so much during the past decade that a $1.3 million construction project was begun in 1980 to expand it from three to four tollbooths.[22] U.S. I-81 crosses the county in an east-west direction. U.S. I-83 bisects the southeastern corner of the county.

In addition to the Interstates, there are other U.S.-designated routes: U.S. 11, mentioned previously, and U.S. 15, traveling generally northeast-southwest across the West Shore. These routes, as well as the interstates, connect the county with major cities in Pennsylvania and to the east, south, and west of the state.

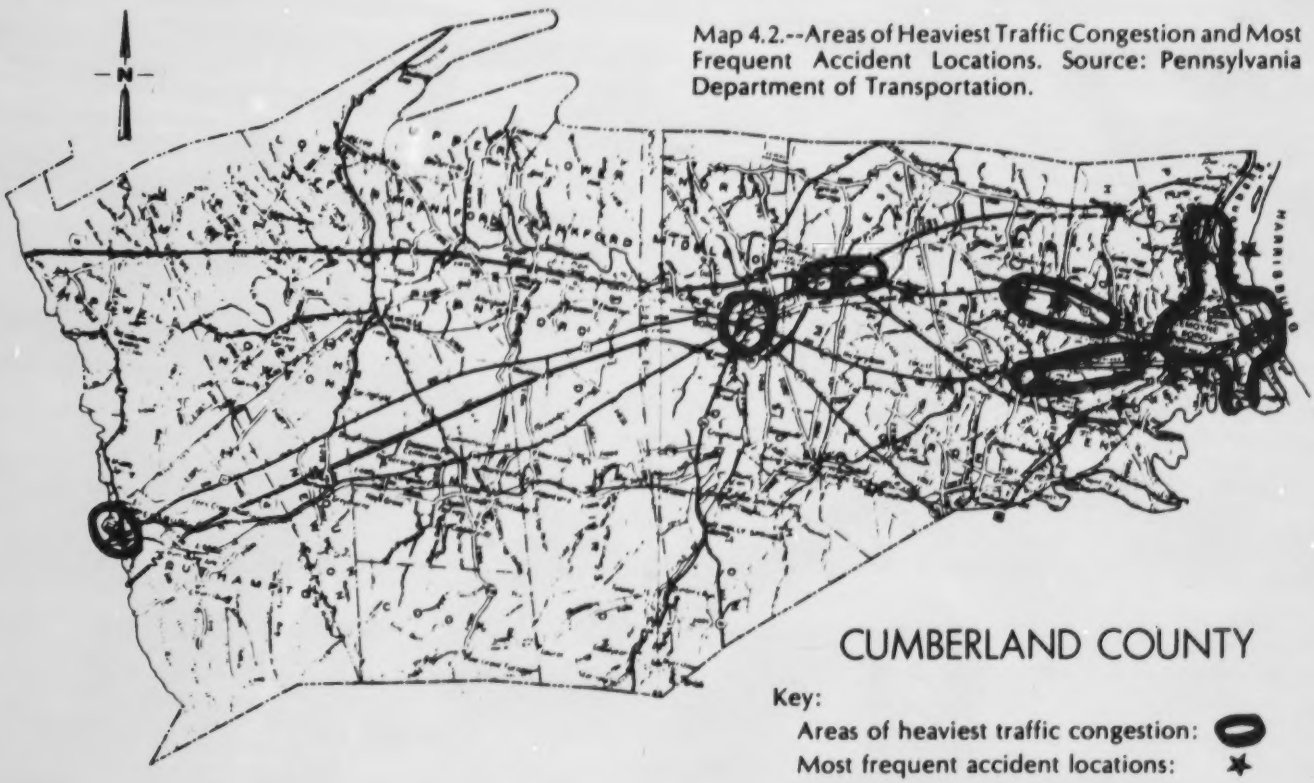
There are also several state and many county two-lane roads throughout the county. State Routes 34 and 233 cross the county in a generally north-south direction, providing reasonably good access across the mountains to Perry County in the north. Other state roads and the county roads connect Cumberland County with its neighbors.

Unquestionably, the automobile is the primary means of personal transportation in the area. The county's vehicular growth rate from 1973 to 1979 was 14 per cent, which may be compared to the statewide rate of 11 per cent for the same period.[23] As of 1980, there were approximately 104,000 privately-owned automobiles, an average of 1.7 per person.[24] The auto occupancy rate for all purposes was estimated at 1.5 persons per vehicle, but was slightly lower for work trips and slightly higher for other types of home-bound trips.[25]

Automobile traffic in the county follows rather definite patterns in terms of roads used most frequently, the peak hours of travel, and the directional flow (refer to Maps 4.1 and 4.2). Traffic analysis studies show that peak hour traffic normally occurs between 2 P.M. and 5 P.M., with the highest peak between 4 - 5 P.M. The highest peak hour during the week normally falls on Friday and Sunday, with Friday having the highest peak hour for commuter travel and Sunday having the highest peak hour for recreational travel. Although highest *peak hour* traffic is usually from September through November, *average daily* traffic peaks during the summer months--June, July and August.

In most of the county, particularly the western two-thirds, morning and evening rush hours are usually devoid of bumper-to-bumper traffic except for very brief time periods unless an accident or road construction creates a problem. Rush hours in the eastern third do present heavy traffic, but this usually lasts no longer than about thirty minutes during each rush hour. Even then, traffic continues to move, even if at a slower pace than normally. Morning rush hours and the early part of the afternoon are complicated somewhat by the presence of school buses.

Map 4.2.--Areas of Heaviest Traffic Congestion and Most Frequent Accident Locations. Source: Pennsylvania Department of Transportation.



The major traffic flows during rush hours generally are as follows:

1. Eastern third of the county:
   - A.M.: Toward the West Shore commercial/industrial areas and Harrisburg, toward the Navy Depot in Mechanicsburg and the New Cumberland Army Depot, and southward toward York.
   - P.M. Toward the West Shore residential areas and toward Carlisle.
2. Central third of county:
   - A.M.: Toward Carlisle and southward toward Mt. Holly Springs
   - P.M.: Toward residential areas around Carlisle and northward from Mt. Holly Springs.
3. Western third of county:
   - A.M.: Toward Shippensburg from the east and west.
   - P.M.: From Shippensburg to the east and west.

Automobile traffic makes up only a portion of the total vehicle traffic in the county. Trucks provide a significant portion of the traffic, although a specific count of truck traffic was not available for this study. In addition to common carriers, many businesses use trucks for service not only within the county, but also to transport goods elsewhere. The area between Carlisle and Camp Hill, especially along or near U.S. 11, has become a hub for common carrier facilities, home offices, branch offices, motels, and truck stops with their restaurants, diesel fuel, and maintenance facilities. More than seventy trucking concerns are located in the Cumberland-Perry-Dauphin tri-county area. Of these, about thirty are in Cumberland County, many of which began operations in the 1970s.

The considerable importance of all aspects of transportation have resulted in a large amount of interest and concern by the county's citizens in traffic safety, road maintenance and improvement, and parking facilities. The increasing number of automobiles and trucks on the road during the past ten years has been accompanied by increased attention to these matters.

Surprisingly, traffic accidents resulting in fatalities and injuries haye not increased proportional to the increase in vehicular traffic, which has been roughly 2 per cent per year. They have remained remarkably stable overall during the past few years.[27]

The worst traffic accident locations are nearly all in the eastern third of the county, particularly the West Shore, primarily because traffic is most congested there. Those locations are most often at intersections of key traffic arteries. In the middle of the county, downtown Carlisle has several intersections which are high traffic accident locations. Accidents elsewhere in the county most often happen on winding, up-and-down county roads where improper visability is made worse by speeding or careless drivers, especially at night (see Map. 4.2).

The general stability in the accident figures cited above can be attributed to several factors. Some municipalities have improved the enforcement of speed limits throughout the county. The Pennsylvania State Police and an increasing number of municipal police forces are equipped with a recently developed device called the Excessive Speed Preventer (ESP), which is easy to set up and use. Traffic signals have been installed in additional locations and more are planned in the near future. A number of road maintenance and improvement projects have been completed recently, are underway, or are planned for the next few years. Most of these projects are in the West Shore. Planners envision that these projects will eliminate or greatly alleviate most of the traffic deficiencies and safety problems in this area by 1990.[28]

TABLE 4.1

VEHICLE ACCIDENT STATISTICS, CUMBERLAND COUNTY, 1977-79

Year	Total Accidents	Total Injuries	Total Fatalities
1977	3,611	2,192	32
1978	2,484	2,133	42
1979	2,498	2,191	33

Source: Pennsylvania Department of Transportation.

Road maintenance and improvement have become increasingly expensive due to inflation and the increased vehicular traffic over more and improved roads. In 1980, work was begun on a $65.9 million project--to be completed in September, 1983--to widen and improve the South Bridge across the Susquehanna and the roads and ramps leading to it on both sides of the river. In addition, the Pennsylvania Department of Transportation early in 1980 announced the most ambitious road maintenance and improvement program in the county's history: seventeen projects with a total cost estimated at $3 million. The state's local transportation budget for the county during the current fiscal year was set at $5.6 million. This budgeted figure is about $600,000 less than the previous year's expenditures, but supplemental appropriations could restore funding to the previous level or higher. Road maintenance accounts for more than half the budgeted amount, with pothole and bridge repair[29] taking a large portion of the funds allocated for this category. The Pennsylvania Turnpike Commission, which functions separately from the Department of Transportation, is spending more than $1.3 million to expand the number of tollbooths at the Carlisle interchange. In addition to these funds, the county and municipalities are spending large amounts of money to repair and improve bridges and roads for which they are responsible. Such projects are very expensive, the costs increasing each year at least on a par with the inflation rate.

Taxpayers expect that their roads will be maintained at a level at which travel on them will be reasonably safe, easy, and comfortable. Government budgets are under increasing restraints, however. Taxpayers also demand that their tax burdens not be increased unduly (or at all). Increasing costs may, in fact, prohibit additional improvement or extension of roads. At the very least, serious consideration will be given by taxpayers and the governmental bodies which spend their money as to how the limited amount of available funds can be used to maintain, if not improve, the quality of life of the

populace.

Another factor is increasingly affecting decisions concerning improvement or expansion of roads. As population increases and one type of facility impinges upon another, the interrelationships between very different facilities must be taken into account. For example, the opening of a large commercial facility greatly increases traffic in the surrounding area. This, in turn, increases the need for additional police services, traffic control devices, and road maintenance. There may also be unanticipated inconveniences for pedestrians. Another example: the search for a new water supply may be affected by the location or planned location of traffic arteries in the area. These factors may require a master plan to integrate both matters as well as others. One more: the construction of facilities requires additional parking spaces, which involves a series of separate problems.

The provision of adequate parking spaces has become more difficult as traffic increased and commerce expanded during the past decade. Several municipalities have instituted parking bans in locations where parked cars previously had added to traffic congestion problems. Fines for overtime parking in metered spaces and for illegal parking elsewhere have been increased recently in many boroughs.[30] Boroughs are continually searching for additional space for municipal parking lots and are faced with the need to improve present facilities. Further action has been taken to provide more parking by allowing smaller spaces to accommodate smaller cars which, by necessity, are becoming more and more popular.

FOOTNOTES

[1]Barbara Nelson, Mark A. Neese, and Frances C. Pena, *Beverly and Its Library* (Beverly, Mass.: Beverly Public Library, 1976), p. 13.

[2]Bates, pp. 72, 75; Rupp., p. 375.

[3]Bates, p. 75; Wing, p. 217.

[4]Steinmetz, *The West Shore Shopper's Heritage of the West Shore*, p. 10.

[5]Roger K. Todd, *A Cumberland County Album* (Carlisle: The Cumberland County Historical Society and The Hamilton Library Assoc., 1972), p. 19.

[6]*Ibid.*, p. 5.

[7]Bates, p. 302.

[8]Norman D. Keefer, *A History of Mechanicsburg and the Surrounding Area* (Mechanicsburg: Mechanicsburg Historical Society, 1976), p. 18.

[9]*Ibid.*, p. 40. The bridge was destroyed by fire in 1844, rebuilt, and later strengthened and modified many times in subsequent years.

[10]Cumberland County Historical Association, *Two Hundred Years in Cumberland County*, pp. 173-4.

[11]Steinmetz, *The West Shore Shopper's Heritage of the West Shore*, p. 40.

[12]C. L. Seibert, Jr., *The Electric Railways of Cumberland County* (Feb. 18, 1965); Cumberland County Historical Association, *Two Hundred Years in Cumberland County*, pp. 292-3.

[13]Keefer, p. 98.

[14]William H. Burkhart, *Shippensburg's 250-Year History* (Shippensburg, Pa.: Shippensburg Historical Society, 1980), pp. 37-8.

[15]Much of the information pertaining to the scope, difficulties, and end of the street railway systems comes from Seibert.

[16]Cumberland, Perry, Franklin, Dauphin, York, and Adams Counties.

[17]Article *Evening Sentinel*, Nov. 22, 1980.

[18]Tri-County Regional Planning Commission, *Harrisburg Area Transportation Study: Surveillance Report FY 1980* (Harrisburg: Tri-County Regional Planning Commission, [1980]), pp. 15-16.

[19]Government subsidies granted to CAT in FY 1980 totaled more than $1.8 million. They did not, however, prevent a 40 per cent fare increase in 1980. Government subsidies to C. C. Rider for the same period totaled more than 70 per cent of its budget. Even with subsidies C. C. Rider had to eliminate five of its twenty-three runs in January, 1981, due to a decline in ridership.

[20]CAT initiated a feasibility study in October, 1980, for a route between Carlisle and Mechanicsburg.

[21]Tri-County Regional Planning Commission, Capitol Area Transit, and Tri-County WHEELS, Inc., *Transition Plan for the Harrisburg Area: Accessibility for the Handicapped in Public Transportation (Draft)* (Harrisburg, March, 1980).

[22]Overall, the number of entrances and exits increased by 22 per cent during the 1970s. Consultants to the project predict that the number will increase during the 1980s by almost 52 per cent.

[23]Pennsylvania Department of Transportation, Bureau of Transportation Planning Statistics, *Pennsylvania Traffic Data Annual Report 1978* (Harrisburg: Bureau of Transportation Planning Statistics, [1979].

[24]Pennsylvania Department of Commerce, *1980 Pennsylvania Abstract*, p. 408.

[25]Tri-County Regional Planning Commission, et al., *Transition Plan (Draft)*, p. 12.

[26]Pennsylvania Department of Transportation, Bureau of Transportation Planning Statistics, *Pennsylvania Traffic Data Annual Report 1978*, pp. 11-14, 30-40.

[27]Data supplied by Pennsylvania Department of Transportation.

[28]The reader is referred to Tri-County Regional Planning Commission and the Pennsylvania Department of Transportation *Transportation System Management Program Harrisburg Urbanized Area Final Report* (Harrisburg: Tri-County Regional Planning Commission and Pennsylvania Department of Transportation, January, 1979) for a comprehensive and detailed analysis of traffic problems, accidents, and road improvement projects in the Harrisburg urbanized area.

[29]Several fire companies have had to take circuitous routes while on emergency call, because certain bridges in their localities have been closed or declared unsafe for heavy loads.

[30]Although penny parking meters are still found in one or two boroughs, most meters within the county now require nickles or dimes. In at least one borough (Carlisle), downtown residents have complained that meters in front of their homes present what amounts to an unfair tax upon them.

CHAPTER V

COMMUNICATIONS FACILITIES

Cumberland County has a wide range of communications facilities capable of reaching virtually every household in the county: newspapers, radio, television, telephone, and postal and parcel delivery services.

The need for effective communications was felt very early in the county's history. People located in widely separated settlements required some means of keeping each other informed of problems, needs, and events. Early mail was carried by runners or by men on horseback on an irregular basis. In 1757, a weekly post was established between Philadelphia and Carlisle, providing the first regular service. By the early 1800s, post roads had been established to provide somewhat easier and more regular postal service between communities. Mail was carried by stage coach from 1769 to about 1850. Post offices were established in most communities as their populations increased. Rail service and motorized service speeded the delivery of letters and parcels by the U.S. Post Office Department, now the U.S. Postal Service. In the boroughs, the Postal Service generally makes its deliveries using personnel on foot. In suburban and rural areas, personnel deliver items by car. By the 1970's, private parcel delivery services such as United Parcel Service, Federal Express, Purolator Courier Service, and those provided by bus and taxi services were going into operation.

The coming of the telegraph in the mid-1800s and the telephone in the last quarter of the century greatly improved speed and ease of communication, not only among the people of the county, but also between the county and elsewhere in the nation. The long-established Western Union still provides telegraph services. However, rising costs of telegrams and competition from other communications transmission services have made Western Union less prominent in the field of communications than it was twenty years ago. Phone service in the county is provided by two companies, United Telephone Service (UTS) and Bell of Pennsylvania.[1] United Telephone serves more than 75 per cent of the land area of the county, but only about 40 per cent of the population. Its service area includes that portion of the county west of a north-south line roughly halfway between Carlisle and Mechanicsburg. As of June 1, 1980, the number of residential telephones served by UTS was approximately 36,400 (1.48 telephones per residence or .49 phones per capita for residences). Bell of Pennsylvania serves the eastern portion of the county. As of January 1, 1980, there were an estimated 37,500 phones in residences served by Bell (1.84 telephones per residence or .6 phones per capita for residences). Roughly, these figures show that there are 1½ phones per residence in the county or approximately one-half phone per person in residence.

Both telephone systems provide a wide variety of features to enhance communications: speed dialing, security and alarm systems, facsimile transmissions, radio paging (beep tone and tone plus voice), digital-technology switchboards, electronic key systems, automatic answer and recording machines, automatic dialers, call diverters (to toll or local numbers), and data sets and terminals. Persons with hearing or speech impairments now have access to a nationwide toll-free number to assist them with matters concerning the use of TDDs (Telecommunications Devices for the Deaf) or TTYs (Telecommunications Keyboard Devices). These devices allow such persons to communicate with others having similar devices.

Rising costs have caused the two companies to request that Pennsylvania Public Utility Commission (PUC) grant rate hikes. The hikes would affect residential and business customers. The requests are under investigation by the PUC, but are not expected to be acted on until sometime early in 1981.

Newspapers have played a vital role in the lives of the county's citizens since 1785, when the first newspaper in the county began publishing in Carlisle. Forty-eight years were to pass (1833) before the next newspaper, *The Shippensburg Free Press*, would be printed. After that, newspapers came into being (or closed for one reason or another) every few years during much of the remainder of the century.[2] None of the early papers were dailies. The first daily in the county was *The Evening Sentinel*, which began its daily operations in 1861.[3]

Table 5.1 contains a list of newspapers presently published or widely circulated within the county. Each

of the three colleges in the county publishes a newspaper, but these are primarily campus news publications read almost exclusively by persons at those schools.

TABLE 5.1
NEWSPAPERS IN CUMBERLAND COUNTY, 1980

Newspaper	Frequency	Approx. Paid Circulation[a]
The Evening Sentinel (Carlisle)	Daily (PM, Mon.-Sat.)	15,000[b]
The Patriot (Harrisburg)	Daily (AM, Mon.-Sat.)	47,785[c]
The Evening News (Harrisburg)	Daily (PM, Mon.-Sat.)	67,702[c]
The Patriot-News (Harrisburg)	Sunday edition of *The Patriot & The Evening News*	158,195[c]
The Valley-Times Star (Newville)	Weekly	2,845[d]
The News-Chronicle (Shippensburg)	Twice weekly	[e]
West Shore Shopper (Camp Hill)	Weekly	28,000[f]
The West Shore Times (Mechanicsburg)	Weekly	3,600
The Guide (Mechanicsburg)	Weekly	112,723[g]

[a] Most of the circulation figures came from Pennsylvania Department of General Services, *The Pennsylvania Manual*, Vol. 104, 1978-1979 (Harrisburg: Department of General Services, [1980]), p. 894. The figure for *The Valley Times-Star* was given by its editor, John Grane, on July 15, 1980. Circulation is not exclusive to Cumberland County.

[b] Ninety-six per cent of *The Evening Sentinel's* circulation is in Cumberland County, primarily the central portion. It reaches approximately 22 per cent of the households in the county.

[c] Combined circulation in Cumberland County is about 35,280--approximately 53 per cent of the county's households.

[d] The circulation of *The Valley Times-Star* has increased steadily during the past five years from 2,404 in 1975 to 2,845 in 1979.

[e] Not available.

[f] Distributed free to homes in the local area, but a subscription is charged for distribution outside the area.

[g] Free home delivery, but a 15¢ newsstand price.

The most prominent and influential newspapers serving as sources of local news and information are *The Evening Sentinel*, *The Patriot*, *The Evening News*, and *The Patriot-News*. Each provides a considerable amount of local news in addition to state, national and international news. They also offer a wide variety of information concerning local entertainment, recreation, advertisements, meeting notices, schedules of road repair projects, school lunch menus, lists of school honor students and high school graduates, announcements about local college students and military personnel, lists of new additions to library collections, and announcements of births, deaths, and weddings. Each of these papers has excellent local and national sports coverage. Interest in sports is so strong in this area that the Sunday *Patriot-News* sometimes has as many as fourteen pages devoted to the subject. Classified advertising varies considerably between *The Evening Sentinel* and its Harrisburg rivals. The amount of classified advertising in the former is limited to a few pages, with less than a page normally devoted to Help Wanted advertising. The latter paper devotes about three to four times the amount of space in each edition to classified advertising, with outstanding Help Wanted advertising when compared to newspapers in cities of comparable or larger populations.

Local news coverage varies considerably on a day-to-day basis. For example, there were no local news items in *The Patriot-News* on Sunday, June 15, 1980. On the other hand, *The Patriot* publishes a special local news section each week called "Metro West." which is normally in Tuesday's edition. This special section, which may run to thirty-six pages, is packed with news and information about the eastern section of Cumberland County and nearby Perry and York County communities.

The Valley Times-Star, *The News-Chronicle*, and the *West Shore Times* provide very good coverage of local news and information as well as advertising. *The Guide* and *West Shore Shopper* are primarily advertising mediums, although *The Guide* devotes two or three pages to investigative and informational reporting.

Newspapers from outside the immediate area are sold in the county on a limited basis at newsstands, card and book stores, motels, and restaurants, e.g., *The New York Times*, *The Philadelphia Inquirer*, *The Washington Post*, and the *Wall Street Journal*, plus others of a less prominent nature.

In addition to newspapers, a variety of newsletters and magazines is published within the county. For example, the borough of Mt. Holly Springs began distributing a small newsletter in 1980 on a quarterly basis free of charge to its residents. Several associations with their headquarters in the county publish newsletters or magazines, e.g., the Pennsylvania Bar Association's *The Lawyer* and the Pennsylvania Medical Society's *Pennsylvania Medicine*, both of which are award-winning publications. There are also numerous internally distributed newsletters published by churches, businesses, and private and public organizations.

Radio--once thought to be facing demise as the result of competition with television--is alive and well in Cumberland County. There are seven commercial stations operating from within the county: WHYL, WZUE (FM), and WI00, all in Carlisle; WQVE in Mechanicsburg; WCMB and WSFM in Wormleysburg; and WSHP in Shippensburg. Also, Dickinson College, Shippensburg State College, and the Central Pennsylvania Business School operate low-powered stations covering their general campus areas. Seven AM

and two FM stations broadcast from adjacent counties and are received in varying strengths throughout most of Cumberland County. A recent estimate of listeners of the commercial stations indicated that 144,300 different persons aged 12 or over (97.4 per cent of that population group) listened to at least one of these stations, at home or away, for a minimum of five minutes within a given quarter-hour of a day.[4]

Television was introduced into the county shortly after World War II. There are no television broadcasting stations located within the county. Six stations (one VHF and five UHF) are located in Harrisburg, York, Hershey, Lebanon, and Lancaster, and are easily received in Cumberland County. Approximately fifteen additional channels within Pennsylvania and as far away as Washington, D.C., Baltimore, Philadelphia, and New York City can be received via cable. A proposal presently under consideration by the Federal Communications Commission would allow many as four additional VHF channels in the Harrisburg area and many others elsewhere. A final ruling by the FCC is not expected until sometime in 1981.[5]

Cable television has been expanding the number of homes serviced since it was first introduced in the county early in the 1960s. By the middle of 1980, three cable systems (two of which are under the same management) served the eastern half of the county. A fourth system served the Shippensburg area. The two systems under the same management served nearly 13,000 homes in the county as of August 15, 1980.[6] No figures are publicly available for the coverage of the other systems. At least three additional companies have submitted requests to county municipalities to begin service. As of the end of 1980, cable service in the county was limited to transmission of standard television programming. No special services such as channels devoted solely to public service news and information or to education were transmitted. As with public utilities, increased equipment and operational costs caused at least one cable television company to request a rate hike in 1980.

Another communication source serving the general public entered the picture on a very limited basis in 1980. Information services through telephone lines were made available for a fee to persons with home computers. Although limited in effectiveness because of the overall costs involved, this communication method holds considerable promise for the future as a major source of both information and education.

FOOTNOTES

[1]United Telephone Service letter to CCLS, May 28, 1980; telephone conversation between Community Analysis Coordinator and Bell of Pennsylvania representative on June 24, 1980.

[2]Bates, pp. 188-91.

[3]*The Evening Sentinel* began as a weekly newspaper in Shippensburg in 1861. It became a daily after moving to Carlisle.

Arbitron Company, *Cumberland County Pa. Trading Area Report, April/May 1980* (September, 1980).

[5]Article, *The Patriot*, Sept. 24, 1980.

[6]This information was obtained by the Community Analysis Coordinator from the manager of the West Shore TV Cable Company and TV Cable of Carlisle, Inc.

CHAPTER VI

GOVERNMENT

> Pennsylvania is divided into 67 counties [in which there are] 52 cities, 963 boroughs, 1 town, 92 first class townships, and 1,459 second class townships. The number and variety of local governments in Pennsylvania is exceeded only by those in the state of Illinois.[1]

Government is an important factor in the daily lives of Pennsylvania's citizens in general and Cumberland County's citizens in particular. It is the largest employer in the county. The actions of Federal, state, county, and municipal governments are prominently featured in local newspapers and on radio and television. Government actions affect almost every facet of life. Sometimes two, three, or four levels of government affect a single segment of society, e.g., the educational system.

Present-day involvement of government in the lives of the people of Cumberland County would amaze and shock a citizen of 1780 or even of 1880. Government once played a much smaller role in everyday life. Many of the early settlers came here with the specific purpose of getting away from a government which was having an adverse effect on their ability to worship freely or pursue a particular occupation. For a great many years in the early history of the county, many people strongly resisted government interference in any phase of their lives except when it was necessary for government to supervise efforts in common defense of the community, state, or nation. As mentioned in Chapter II, this resistance continued at least up until the beginning of the Civil War.

Federal, state and county government had minimal impact on the community until the 20th century. These levels of government were pretty well limited to the operation of the postal service, the election system, maintenance of law and order, collection of a very few taxes, and recording of deeds and vital statistics. The federal presence was virtually limited to postmasters and the troops at military posts. The state government stayed across the Susquehanna. Judges, sheriffs, prothonotaries, and coroners were about the only county officials functioning prior to the nation's independence.[2]

Municipal governments were slow to take shape (see Appendix I). All of the municipalities were finally established in their present forms by 1920. They have become increasingly involved in citizens' lives as population has grown, the demand for services has increased (especially because of urbanization), and as those services have come into being.

Let us briefly examine the presence of each level of government in the county to see the impact each has on our daily lives. Categorization is not always clear cut:

> It is difficult to designate many services as being strictly local because of their scope and complexity. Many may be described as federal-state-local services, functions, or programs. For example, local police are assisted by the Pennsylvania State Police and by the Federal Bureau of Investigation. The national government makes huge grants to local government for housing and community development;...state assistance is available as well. Local governments construct, maintain and operate sewers and sewage treatment plants with financial and technical assistance from both state and federal governments. Education is considered a local function, yet state grants cover about one half of the total cost of local public schools.... The national government also provides for large scale financial assistance for education.[3]

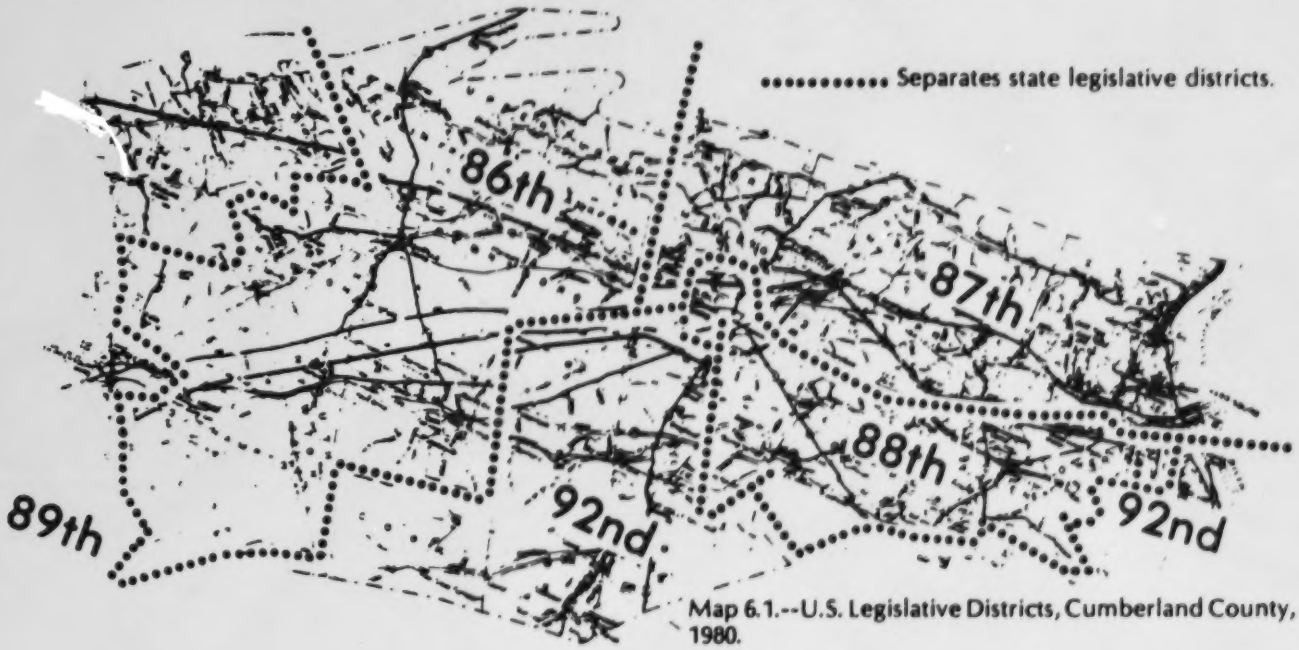
Almost everyone realizes the degree to which the federal and state governments influence so many facets of their lives. To include a description of these matters in all their complexity would beyond the scope of this report. Therefore, discussion of U.S. and Pennsylvania government offices and facilities is limited. A discussion of citizens' attitudes toward state and national government and elected officials appears in Chapter XIV. Federal and state legislative districts for

Cumberland County are shown on Maps 6.1 and 6.2 in the present chapter. County and municipal governments will be discussed in detail.

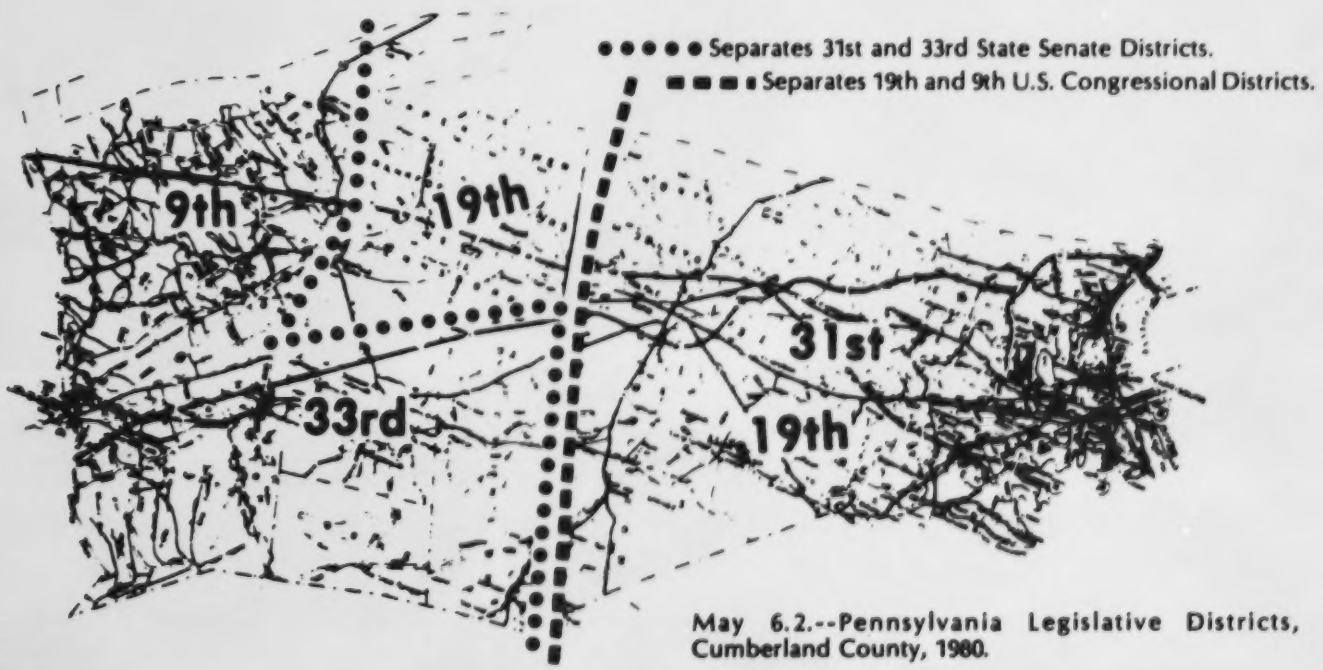
FEDERAL

Except for military installations, almost all other federal offices in this area are in Harrisburg, especially in the downtown Federal Building. The military installations have a far greater impact than the "except for" might indicate. Carlisle Barracks, the Ships Parts Control Center (Navy Depot, Mechanicsburg) and the New Cumberland Army Depot play significant roles in the county's economy. They also impact on many other aspects of life in the community in varying degrees.

The impact is generally positive. The installations provide a range of facilities and services, especially for military personnel, thereby greatly easing the burden which might otherwise fall on the civilian community.[4] Also, payment is made to local municipalities for water and sewer service. School districts are supposed to receive compensation from the federal government for children of military personnel stationed in the area who attend public schools. Unfortunately, funds for this purpose have not been forthcoming during the past few years. Table 6.1 provides data showing the impact the installations have individually and in total on the county. (The reader should keep in mind that New Cumberland Army Depot is actually in York County. However, about 26.5 per cent of its civilian workforce lives in Cumberland County.)



Map 6.1.--U.S. Legislative Districts, Cumberland County, 1980.



May 6.2.--Pennsylvania Legislative Districts, Cumberland County, 1980.

TABLE 6.1
SELECTED FACTORS PERTAINING TO THE IMPACT OF THE COMMUNITY OF MILITARY INSTALLATIONS IN THE CUMBERLAND COUNTY AREA, AS OF SEPT. 1, 1980

Factor	Carlisle Barracks	New Cumberland Army Depot	Ships Parts Control Center	Totals
Total civilian employment	858	4,245	6,300	11,403
Total military assigned	556	226	175	957
Annual payroll: Civilian	$12.3 m.	$69.0 m.	$112.0 m.	$210.9 m.
Military	16.0 m.	1.6 m.		
Number of houses on the facility	326	269	95	690
Size of facility (acreage)	403	833	805	2,041

The three installations also have a variety of clubs, libraries, and recreational facilities (see Chapter XII). These facilities are primarily for the use of active and retired military personnel and their families, but civilians often are invited individually or in groups to participate in their use. Carlisle Barracks also has a Thrift Shop, open two days a week for several hours each day, at which anyone from the community may shop to buy used furniture, clothing, books, and many other items.

Carlisle Barracks has become famous for several reasons, thereby attracting large numbers of tourists and local visitors. It is the second oldest military installation in the U.S., with a long history of involvement in the defense of the nation. It was the site of the Carlisle Indian School, whose most famous student was Jim Thorpe. Six major schools for military personnel have been located on the post at one time or another since 1920. It is currently the location of the U.S. Army War College and the U.S. Army Military History Institute, which draw military personnel, high government officials, and scholars from all over the world.

STATE

Harrisburg is the state capital of the Commonwealth of Pennsylvania. This puts Cumberland County's citizens in a very favorable position to obtain access to state officials and offices.

Several state offices and facilities are located in the county. The state offices with branches in the county are located mostly in Carlisle and Shippensburg: e.g., Office of Employment Security, Bureau of Community Environment, State Health Center, Agriculture Department Regional Office, and Department of Highways. The largest state facilities in terms of land area are the three state parks (see Chapter XIII) and Shippensburg State College. Facilities related to law enforcement are the White Hill State Correctional Institution for adult offenders in Camp Hill, the Court of Common Pleas (Ninth Judicial District) in Carlisle, the Pennsylvania State Police just west of Carlisle, and the Dog Law Enforcement Office in Shippensburg.

COUNTY ORGANIZATION AND FUNCTIONS

Cumberland County, established in 1750, has been operating as a Fourth Class County since January, 1970, when the population exceeded 150,000.[5]

While most of the basic laws for the conduct of county affairs are contained in the County Code enacted by the State Legislature, important provisions relating to the powers and duties of County officers are also found in the State Constitution, decisions of the Court, Special Acts passed by the Legislature, and general legislation.[6]

The county is responsible for administering justice, keeping legal records, conducting elections, administering health and welfare programs, maintaining certain roads, and providing planning/policy/coordination services for land development, land use, and public transportation.

County officials are elected and appointed as specified by law. In addition to the judges of the court,[7] the citizens elect fourteen county officials: three county commissioners, two jury commissioners, a sheriff, district attorney, treasurer, controller, and coroner. The county commissioners appoint nearly twenty other officials to carry out the various duties of county government. Additional personnel are hired as necessary. The commissioners also serve as the County Board of Elections, Registration Commission, Board of Assessment and Revisions of Taxes, and Administrative and Executive Officers of the County Home for the Aged. They also serve on other bodies such as the Salary Board, Retirement Board, and the Capitol Area Regional Planning Agency. By providing various levels of fiscal support to other agencies, the commissioners also exercise varying degrees of influence upon the activities of those agencies (see below).

Most law enforcement agencies and all fire/rescue/ambulance services are funded and operated by or in conjunction with municipalities. The county, however, does play an important role in these functions. The county has direct control of the Sheriff's Department with its 19 full-time deputies and the County Prison, a 127-year-old fortress-like structure in downtown Carlisle. The county monitors all 38 fire, 18 police, and 18 ambulance services through its Emergency Operation Center (EOC), an around-the-clock control center in Carlisle which dispatches and coordinates the emergency services.[8] County ambulance crews are also linked by voice and telemetry data communications through EOC with area hospitals.

The growing population and increasing complexity of law enforcement caused the county in 1980 to seek means for better coordination of law enforcement efforts. The county agreed to participate in a regional police computer information and warrant retrieval system for the city of Harrisburg and parts of Cumberland and Dauphin Counties.[9]

The increasing population and growing complexity of many phases of community life also require that county government participates in regional planning bodies and studies in an attempt to provide plans for development projects which cross borders, involve common problems, and require funding from several sources. The Tri-County Planning Commission and the Capital Region Planning and Development Agency are examples of such groups.[10]

MUNICIPAL ORGANIZATION AND FUNCTIONS

There are 12 boroughs and 22 townships in

Cumberland County. Table 6.2 lists them according to their classification.

TABLE 6.2
LOCAL GOVERNMENT ORGANIZATION
IN CUMBERLAND COUNTY

Designation	Name
County: Board of Commissioners	Cumberland
Borough: Weak-mayor/council	Mt. Holly Springs Newburg Newville Shiremanstown West Fairview Wormleysburg
Weak-mayor/council manager[a]	Camp Hill Carlisle Lemoyne[b] Mechanicsburg New Cumberland Shippensburg
Townships of the First Class: Board of Commissioners-manager[a]	East Pennsboro Hampden[b] Lower Allen Upper Allen
Townships of the Second Class: Board of Supervisors	Cooke Dickinson Hopewell L. Frankford Middlesex Monroe N. Middleton[c] N. Newton Penn Shippensburg Silver Spring S. Middleton S. Newton Southampton U. Frankford U. Mifflin W. Pennsboro

[a]These systems are uniformly known as the "council-manager" form of local government with the position of manager established by ordinance in the listed municipalities.

[b]These municipalities have not yet been recognized as an official "council-manager" or "commissioner-manager" form by the International City Management Association (ICMA).

[c]Up to 1980, North Middleton had a Board of Supervisors-manager form of government; not recognized by ICMA.

Source: Center for Local and State Government, Shippensburg State College.

Municipalities are governed as follows:[11]

Boroughs: The elected officers are the mayor, councilmen, and three auditors or a controller. In some instances, a council manager has been appointed by council to work with the mayor and council. When there is no manager, council members working in committees direct borough activities. (However, the mayor often has administrative authority over the police department.) When there is a manager, that individual assumes the various administrative duties--even though committees may also exist.

In boroughs divided into wards (e.g., Carlisle), one or two council members are elected from each ward. In boroughs not divided into wards (e.g., Mechanicsburg), seven council members are elected at large.

Council decisions are put in the form of ordinances and resolutions. To be effective, they must be passed by a majority of members voting and must be signed by the mayor. (A majority in council can override a veto by the mayor.) The mayor is not a member of the council. He can vote only on a matter which is before the council in order to break a tie.

First class townships. From five to fifteen commissioners are elected. There is no administrative head unless the commissioners appoint a manager. Three auditors or a controller are also elected, unless an ordinance provides for the audit of the township's accounts by a certified public accountant.

Other township officials and employees are appointed by the board of commissioners.

Second class townships. Three to five supervisors are elected. The board of supervisors is both the administrative and legislative body of the township. (South Middleton Township also has an appointed manager.) At least three auditors are also elected.

Independent local officials. These official positions have been established by the Constitution and laws of the Commonwealth. "While they work with the units of local government, they are to a great extent independent of any direction from them and carry on their duties under the dictates of separate law."[12]

Elected assessors generally work with per capita and occupation taxes. Elected tax collectors collect real estate and other taxes, usually on a commission basis. (Local earned income taxes are collected by appointed officers in most municipalities.) A district justice is elected in each magisterial district of the county. They form part of the unified judiciary

system of the state judiciary and are paid by the state. They have jurisdiction in minor and local criminal or civil cases. Elected constables function as process servers for the minor judiciary.

With each passing year, municipalities find that greater demands are made upon them for services, either in terms of additional services or increasing scope of services already provided. These increased demands arise even in the face of limitations imposed by law and fiscal restraints. Townships which ten or fifteen years ago could get by quite well with two police officers, a township secretary, and a few road maintenance people now have a police department of half-a-dozen men and women,[13] an engineer, several road maintenance trucks with crews to man them, a parks and recreation board, a planning commission, and a zoning hearing board. In addition to obvious services like law enforcement and parks and recreation, they are very much involved in such activities as:

- Building comfort stations
- Removing dangerous structures
- Prohibiting noxious businesses
- Making health regulations
- Licensing amusements
- Regulating the running at large of dogs and other animals
- Erecting and caring for memorials
- Acquiring and maintaining historical property
- Regulating junkyards
- Installing parking meters
- Erecting community buildings
- Working with industrial development agencies
- Regulating marketing and peddling
- Planting trees
- Stormwater management

There is no uniform system among all of the municipalities for provision of services. Public water systems in some municipalities are owned and operated by the municipalities, in others the systems are commercially owned; in yet others, water comes from individual wells--and some municipalities have combinations of these arrangements. Sewage systems are either public systems operated by municipalities or are individually owned septic systems. Some municipalities have their own police forces; others obtain police services from the Pennsylvania State Police. Some municipalities provide refuse removal; in others, the work is left to private contractors.

Municipalities have been involved increasingly in both planning and zoning due to rapid changes taking place in the community and anticipation of even greater changes during the next few years. Of the 34 municipalities: 19 have planning commissions; 21 have comprehensive plans, and 3 others have such plans under consideration; nearly all have zoning or subdivision ordinances or are governed by county subdivision ordinances: 10 have mobile home park regulations.

During the past several years, municipalities have begun to realize that greater cooperation between them is necessary due to common problems which require a broader planning, financing, and operational approach than can be provided by a single municipality. Such common matters include the provision of water and sewage systems, construction and maintenance of roads, coordination of emergency services, and collection of taxes. The West Shore municipalities are most advanced in participating in this joint approach. They have combined efforts in organizations like the West Shore Wage and Tax Bureau, the West Shore Council of Governments, and the Police Records Center.[14]

An approach to funding projects outside the restrictions imposed by the State Constitution and for operating facilities beyond the scope of any one municipality has been the formation of authorities. An authority is a body or board authorized by law to enact ordinances, adopt resolutions, and finance and operate various civic facilities or projects, e.g., schools, highways, recreational facilities, hospitals, industrial development projects, and sewage systems. Authorities have functioned in Cumberland County at least since 1946.

As of the end of 1978, there were 30 single-purpose and 9 multi-purpose authorities in the county. These authorities were involved with 48 projects funded by a total of $226 million in original issue bonds.[15]

LOCAL GOVERNMENT FINANCING

All local units must prepare an annual budget detailing the proposed expenditures balanced against anticipated revenues for the coming year. The public is given an opportunity to see and comment upon any aspect of the budget. A tax-levying ordinance is then passed to raise the money needed to balance the budget. The municipality's governing body can modify the budget during the year, but expenditures must be kept in line with estimated revenues. No payments can be made, expenses incurred, or contracts awarded if they exceed an appropriation for the item. Local budgets are controlled by a variety of reports, pre-audits, and audits by various appointed or elected officials.

How well local governments manage their money depends to a very large extent on the excellence of their budget-making processes. In 1980, Cumberland County was lauded by the certified public accounting firm which completed an audit of the county's 1979 fiscal operations. Many municipalities (and several of the school districts) have received similar praise recently from other auditors. There are a few municipalities, unfortunately, which have seemingly haphazard methods of compiling budgets and out-dated bookkeeping methods by which to monitor revenues and expenditures.

Revenues come from several sources. Some revenue comes from federal and state sources, often in the form of revenue sharing funds, or grants.[16] One of the largest sources of revenue is taxation, especially real estate taxes. An important source of revenue during the past two or three years has been the investment of other revenue funds. High interest rates have brought large

amounts of cash into county and municipal treasuries. A lesser source of funds comes in the form of receipts from sources such as the sale of property, supplies, and equipment, proceeds from the sale of bonds, and proceeds from temporary loans.

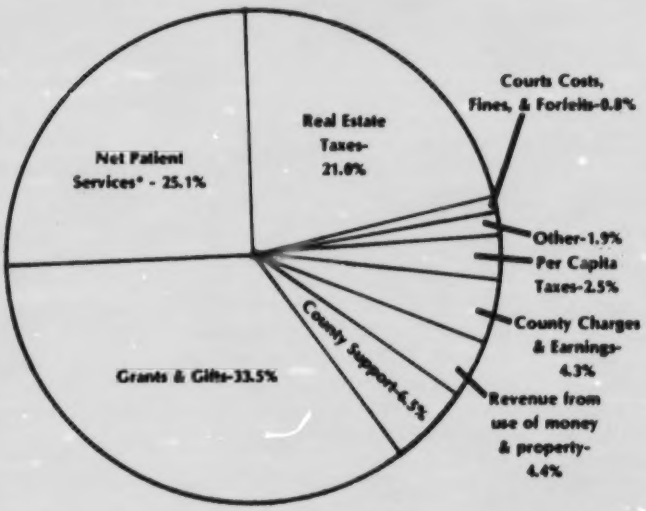
Authorities raise funds by

> issuing bonds to pay for the initial cost of the project. Costs, including construction, acquisition, maintenance, and operation, must be met from bond issues, from revenue derived from rentals, or from other revenues earned by the project. The authority cannot levy taxes, and tax money cannot be spent directly for authority purposes although the municipality or school district can use tax revenue to pay authority rental charges.[17]

Of all sources of revenue, the impact of direct taxation is most keenly felt by the county's citizens. In the present chapter, we shall take a brief look at taxes imposed by county and municipal governments.[18] (Taxes imposed by school districts are discussed in Chapter IX.)

The major source of tax is based on the assessed valuation of taxable property, with the current assessment ratio being set at 25 per cent of market value. This provides a strong tax base, because of the high market value of real estate in the county. In 1977, Cumberland County's per capita market value of all real estate was among the sixth highest of the state's counties. The actual dollar value (more than $1.5 billion) was fifteenth highest.[19]

In 1974, there was a reassessment of property so that taxes would be more in line with reality. To offset the added assessment--which would have brought in much added revenue, but at a terrible cost to taxpayers--millage rates were decreased.[20] Since then, however, millage has been rising steadily in most municipalities, even exceeding in some cases that which had been imposed before the reassessment. There has been no reassessment since 1974.


Courts Costs, Fines, & Forfeits-0.8%
Real Estate Taxes- 21.8%
Net Patient Services* - 25.1%
Other-1.9%
Per Capita Taxes-2.5%
County Charges & Earnings- 4.3%
Revenue from use of money & property- 4.4%
County Support-4.5%
Grants & Gifts-33.5%

*The revenue from Net Patient Services comes from County Home operations and is used solely and entirely for County Home expenditures. The exclusion of this source of revenue from the graph would increase the proportion of grants & gifts to 44.7% of revenue, real estate taxes to 28.0% of revenue; all other percentages would increase no more than 2.2% each.

Graph 6.1.--Sources of Revenue, Cumberland County Government, 1979.

In 1980, the assessed value of taxable property in the county was $474 million, an increase of 3.7 per cent over 1979. The county government's millage rate was 7 mills, *down* by 2 mills from the previous year. The county's citizens have been fortunate in recent years to have county millage rates remain the same or decrease, while those of many other counties in the state have increased.

Assessed valuations in all but one of the county's 34 municipalities increased in 1980 over 1979.[21] Millage rates increased in 6 municipalities, decreased in 2, and were unchanged in 26. Again, this was a fortunate situation for most local taxpayers, because many townships in surrounding counties raised their millages during the period.

What happens to revenues when millages remain unchanged or go down, while taxable valuation increases? To determine the effect, one must consider the *real estate duplicate*, which is the potential tax yield based on the millage and taxable valuation. In the case of the county government, the duplicates decreased by 19.4 per cent from 1979 to 1980. For the municipalities, the picture is a bit more complex. The duplicates decreased in 3 (Cooke, Hampden, and Lower Frankford--0.7 per cent, 7.0 per cent, and 58.1 per cent respectively) and increased in 31. The largest proportionate increases were in Mechanicsburg (29.3 per cent), Newville (70.4 per cent), Shiremanstown (22.8 per cent), and Dickinson (60.6 per cent). (See Appendix V for a detailed list of the changes in tax rates and real estate duplicates from 1979 to 1980.)

The county and most municipal governments were able to hold the line in 1980 on tax rates despite increased demands on their services and the pressure of double-digit inflation. Hampden and Lower Frankford were actually able to decrease millages despite a serious decrease in their real estate duplicates. This indicates sound management of taxpayers' dollars.

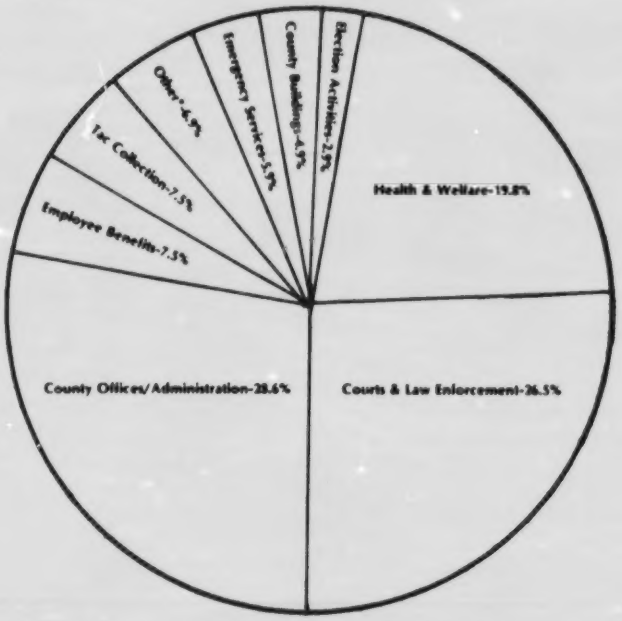
The reader is referred to the chart in Appendix VI, which gives sample effects of various taxes in 1980 on persons living in selected municipalities. Note that the occupational assessment tax has been included. This tax has not been discussed in this chapter for two reasons: (1) the real estate tax is much more significant, both to the taxpayer and to local governments, and (2) some serious consideration currently is being given to making a change in the way in which the occupational assessment tax is levied.

We now come to ways in which local government spends its revenues.

The county's budget for 1980 called for receipts and balances of approximately $12 million and expenditures and balances of approximately $6 million, leaving a surplus of $6 million. Actual expenditures left a balance of nearly $5 million. The 1981 budget includes expenditures which are expected to consume a large portion of the 1980 surplus--between $2 million and $4 million, depending upon individual estimates.

Table 6.3 depicts the relative distribution of expenditures in the county's municipalities for 1976 and 1979. Vast differences exist for municipalities' expenditures within a particular category. For example,

expenditures for protection to property and persons in 1979 varied from about $1,000 in Lower Frankford Township to $825,000 in Carlisle. Therefore, the only generalizations which can be made from the table involve relative total expenditures between categories within a single year and from one year to the other.



*"Other" includes libraries (1.7%), other grants & contributions (1.6%), mass transit (1.5%), agricultural extension service and soil conservation (1.1%), insurance (0.5%), energy (0.3%), consumer protection (0.2%), and amounts totaling less than 0.2% for tourism, historical & civic associations, and debt retirement.

Graph 6.2.--Expenditures, Cumberland County Government, 1979.

TABLE 6.3
MUNICIPAL EXPENDITURES[a], CUMBERLAND COUNTY, 1976 AND 1979

Item	1976 Amount ($1,000s)	1976 Per Cent Total	1979 Amount ($1,000s)	1979 Per Cent Total
General government[b]	$1,543	7.4	2,961	11.9
Sanitation & health services[c]	6,536	31.4	4,813	19.3
Public safety[d]	3,512	16.9	4,594	18.4
Streets & highways	4,707	22.6	5,733	23.0
Libraries	155	0.7	172	0.7
Parks & recreation	1,183	5.7	1,275	5.1
Public services & special services	1,052	5.1	129	0.5
Other[e]	2,117	10.2	5,300	21.2

[a]Includes capital outlay expenditures.

[b]Includes administration, tax collection, and municipal buildings or offices.

[c]Includes health, sanitation, water, electric, and sewer funds.

[d]Includes police, fire, civil defense, building regulation, planning, and zoning.

[e]Includes unpaid bills of prior years, urban renewal, interest, municipal authority lease rental payments, and miscellaneous.

Source: Pennsylvania Department of Community Affairs, Municipal Statistics and Records Division.

Special mention must be made of a group of governmental services which do not fit into the normal categorizations because of their unique structure and funding system: fire, rescue, and ambulance services. These vital activities are performed mostly on a voluntary basis in Cumberland County (and throughout most of Pennsylvania). Few personnel are paid, and few who are paid get their salaries from a municipality. Funding of these services comes from many sources: municipal government, members' dues, fund raising activities, and donations by the general public. Members also spend their own money for much of their training, some of their uniform and equipment items, and gasoline for their automobiles used for official duties.

Amazement arises that such a haphazard method of financing these essential services has been allowed to continue. This is especially so when one considers the high degree of skill and rapid response required of these personnel, and when one adds to this consideration the very high cost of equipment and services. A fund-raising effort in 1980 for the Monroe Fire Company's new centrally located fire station had been set at $260,000; four months later, only $80,000 had been collected. Mt. Holly Springs' fire company was able to purchase a 1957 ladder truck in 1980 with a $12,000 donation from the local VFW post. Newville opened a $50,000 fund raising campaign in 1980 to replace one of its fire engines.

Some companies are finding it increasingly difficult to provide sufficient personnel in response to a call--emergency or routine--especially during the daytime, when their members are at work or in school. The fact that so many men and women make themselves available to provide services which are considered by the community to be excellent speaks highly of their dedication to community service.

How can the staggering costs of government be met without steadily increasing the amount of taxes each individual citizen or business must pay--or at least without increasing them beyond moderately acceptable limits?

One method being tried by county and municipal governments and school districts is to place a tightly controlled ceiling on expenditures: no new projects, no additional employees, no additional equipment. Another method is to trim costs wherever possible. Specifications for planned facilities may be changed to lessen the costs of those facilities; cheaper or fewer items of equipment or supply are purchased; projects are deferred for a period of time until revenues to pay for them are available; efforts are made to reduce personnel costs by contracting with private businesses to provide certain services. Yet another method is the shifting of funds from one category to another, i.e., there may be a surplus in one category which can be applied to an anticipated deficit in another. This cost control method has its limitations, though, because legislation for many programs prohibits transfer of funds between expenditure categories or even between different programs within the same category. Some governments reduce their costs for a project or program by sharing expenditures with another government also involved in the same activity. For example, significant repairs on a road connecting two townships might be shared by both. The legal expenses to fight against a rate

increase by a water company serving two municipalities are shared by them. All of these actions and more are used by the county and municipal governments to maintain a tight rein on taxes.

Sometimes, spending limitations are enforced by higher levels of government, either by withholding funds or by demanding specific actions which would reduce costs. Such limitations seldom are looked on with favor by local government officials. A state Proposition 13-type law which would limit expenditures to a certain across-the-board percentage lower than presently permitted has been and probably will continue to be opposed by local governments. The reasons for this opposition are partly psychological--i.e., not being told how to run one's township by someone up at the State Capitol--and partly practical. The practical reasons center on two objections:

1. Municipalities with small budgets would be severely hampered if increases were limited to some low figure such as 7 per cent a year. If the budget for this year were set at $100,000, the budget for next year could not exceed $107,000--insufficient to hire a policeman, purchase a road maintenance truck, or even cope with inflation.

2. Spending by local governments varies considerably from year to year, depending upon the presence of large capital outlays for specific projects. Having a prescribed limit would be unfair to a municipality if its budget was low, and would seem unfair to less favored municipalities if its budget was high.

What, then, does the near future hold for government financing? Expenses will certainly continue to rise with inflation and the increased need for facilities and services as population rises.[22] Revenues from all sources probably will not keep up with the rise in expenditures. Local governments fortunate enough to have surpluses will see them shrink. On the other hand, continuing high interest rates will provide added income not only for invested surpluses but for all other invested funds. Greater demand for control of government spending will "put the brake" on local spending and will decrease the amount of revenue coming from state and federal sources. Yet the decrease in funds from higher level sources may not be as great as feared, because political considerations may temper the size and scope of program cuts at those levels. In short, governments will have to provide somewhat more service with somewhat fewer dollars.

The real answer to the question above lies with the taxpayers. If they want a service badly enough, they will be willing to pay for it. If they do not need it or if they are not convinced of its usefulness, no tax, however small, will meet their approval.

FOOTNOTES

[1]League of Women Voters of Pennsylvania, *Key to the Keystone State: Pennsylvania*, 3rd ed. (Philadelphia: League of Women Voters of Pennsylvania, 1978).

[2]Bates, pp. 135-7.

[3]Pennsylvania Department of Community Affairs, Information Services Center, *Citizen's Guide to Pennsylvania Local Government*, 3rd ed. (Harrisburg: Department of Community Affairs, February, 1980), pp. 29-30.

[4]Civilian employees are already fully integrated into the community--they are, in fact, usually native to the community rather than outsiders.

[5]Fourth Class counties are those with populations in the range of 150,000 to 225,000. Cumberland County is one of eight Fourth Class Counties in Pennsylvania.

[6]League of Women Voters of the Carlisle Area, ed., *Cumberland County: A Citizen's Manual....*, Rev. ed., 1750-1976, (Carlisle: Board of Cumberland County Commissioners, [1977]), p.9.

[7]The Court of Common Pleas is part of the state judicial system, but serves as the county court.

[8]The EOC can be contacted quickly by any persons dialing the 911 emergency number. During 1979, the EOC handled 21,200 incoming 911 calls and dispatched 2,400 fire calls, 42,300 police calls, 6,000 emergency ambulance calls, and 4,150 routine ambulance calls. (Conversation with J. Theodore Wise, EOC Supervisor, June 6, 1980.)

[9]The regional system will tie in that portion of Cumberland County served by the Council of Governments' West Shore Police Records Center located in Lower Allen Township. It is hoped that all eighteen police agencies in the county will be tied into the system. However, see Footnote 14 below.

[10]Contrary to the need for greater regionalized planning, the Cumberland County Commissioners late in 1980 established a separate planning office with the intention of becoming less involved with the Tri-County Planning Commission.

[11]League of Women Voters of Pennsylvania, *Key to the Keystone State: Pennsylvania*, pp. 105-6; Pennsylvania Department of Community Affairs, Information Services Center, *Citizen's Guide to Pennsylvania Local Government*, pp.23-6.

[12]Pennsylvania Department of Community Affairs, Information Services Center, *Citizen's Guide to Pennsylvania Local Government*, p. 26.

[13]Two of the municipal police departments still have only to police each. The others range in size from four to thirty-six.

[14]Contrary to the need for increased cross-border coordination in law enforcement, the Silver Spring Township supervisors late in 1980 decided not to budget money in 1981 for township participation in the records center. The township's dues for 1981 would have been about $6,500.

[15]Pennsylvania Department of Community Affairs, *Statistics for Municipal Authorities in Pennsylvania-1978* (Harrisburg: Pennsylvania Department of Community Affairs, [1979]), pp. 9-11.

Local governments sometimes receive unexpected windfalls from state and federal coffers due to the passage of new legislation, changes in accounting procedures, or long-delayed funds which had been requested in previous years. While pleasant to receive, this type of revenue cannot be hoped for when budgets are developed. Local government bodies must--and normally do--take a realistic approach to the composition of budgets. Likewise, state and federal funds which may have been promised are sometimes impounded or blocked, preventing distribution to local governments. When this happens, the governments affected must "bite the bullet" and either defer the expenditure or, more rarely, reallocate funds from some other category.

[17]League of Women Voters of Pennsylvania, *Key to the Keystone State: Pennsylvania*, p. 107.

[18]Much of the detailed data can be found in Pennsylvania Economy League, "Tax Rates and Property Valuations - Part I Cumberland County - 1980," *PEL Comment*, March, 1980.

[19]Pennsylvania Department of Commerce, *1980 Pennsylvania Statistical Abstract*, pp. 264-5.

[20]A mill is one-tenth of a cent. Rates of real estate taxation are based the number of mills for each taxable dollar (e.g., 14 mills), but the rate must also be expressed in terms of dollars and cents for each $100 of assessed valuation (e.g., $1.40 per $100 assessed valuation).

[21]The sole decrease--0.7 per cent--was in Cooke Township. However, the portion of Shippensburg Township lying within Franklin County had a decrease in assessed valuation of 4.1 per cent in 1980 over 1979. On the other hand, the part of the borough in Cumberland County had an *increase* of 0.1 per cent.

[22]Even the cost of collecting taxes is rising. For example, the West Shore Tax Bureau's 1981 budget called for a 9.2 per cent increase. Unfortunately, Pennsylvania's tax collector system adds to the taxpayers' burden by allowing tax collectors to receive a fee based on the amount of tax collected.

CHAPTER VII

HUMAN SERVICE AGENCIES

Problems generated by one's mental (emotional, psychological reactions to the social and physical environment are very closely related to those of the body. Separating the two problem areas in discussion or treatment is sometimes difficult. There are, however, a large number of persons and agencies whose primary efforts are devoted to working with the former set of problems. Cumberland County has many public and private agencies and private individuals which provide a wide variety of social or human services.

Daily life has become considerably more complex in the county--as elsewhere in the nation--since the days of dirt roads, general stores, one-room schoolhouses, and horse-drawn plows. Yet problems such as orphaned children, deserted wives, poverty, mental retardation, mental illness, lost jobs, and alcoholism have been part of our society for a very long time.

The ways in which these problems were handled by individuals and by society as a whole were once quite different from the ways they are handled today. Some of them were considered personal and not of proper concern for anyone outside the family. Other problems were handled by a church congregation or the community at large on the basis of the limited funds and know-how available at the time. Some problems (e.g., alcoholism) were handled by putting the offender in jail or forcing him to leave the community. The Poor House, located near Carlisle at one time, contained 100 paupers, seven of whom were insane.[1] It was not until late in the 19th century and early in the 20th century that philosophies of social service began to change markedly. With those changes came the development of more effective social welfare programs and services. Some programs burgeoned in the 1930s, 1960s, and 1970s until every conceivable social problem could be referred to some agency or individual for a hoped-for solution.

There are approximately 135 human service agencies readily available to persons living in the county. Most are located within the county, some are nearby (especially in Harrisburg), and a few are available through a toll-free "800" telephone number. Of those in the county, most are located in Carlisle. There are very few agencies located in the less-populated area between Carlisle and Shippensburg. There are hot lines and referral agencies for problems such as child abuse, rape, homosexually, speech and hearing difficulties, family planning, drug and alcohol abuse, employment difficulties, and many others.

Many of the services are free of charge or partly subsidized by public funds. Other services, especially those provided by private individuals or institutions, require full payment either by the person seeking assistance or by medical insurance.

It is not the purpose of this community analysis to serve as a directory of community services. Such directories are available elsewhere. Those problems which seem to be of most concern to the community as a whole are highlighted. The mention of certain social problems or the agencies concerned with them is not meant to indicate that some matters or agencies are more important than others, but only that they are, at present, most often the focus of public attention.

The elderly. An increasing number of the population--about 12 per cent in 1980--lives beyond the age of 60. The problems of aging are more and more at the forefront of concern for individuals, families and the public at large. Chapter VIII contains a discussion of nursing homes in the county. Some of those facilities also have residences for the elderly who do not require intermediate or skilled nursing care. The homes provide a range of counseling services for residents and their families. The Cumberland County Office of Aging is the key agency in the county dealing with all aspects of concerns of the elderly: employment, transportation, assistance with home chores, long-term care, nutrition, legal services, day care, home weatherization improvement, general counseling, and information and referral. The size of the agency's budget in FY 1980--nearly $1.2 million, with almost 10 per cent funded by the county--indicates the size if not the scope of its responsibilities. The agency's Three Year Plan specifies two major goals for the period: (1) more transportation, especially mass transportation in the western portion of the county, and (2) more housing, i.e., more subsidized housing in Carlisle and the establishment of a group

home for the elderly.

Mental health. The Tri-County Mental Health Association, located in Harrisburg, has published a *Shopper's Guide to Mental Health Services for Residents of Cumberland, Dauphin and Perry Counties* which lists forty agencies involved with mental health and mental retardation, plus several pages of psychiatrists, psychologists, and psychiatric social workers practicing in the area. The Cumberland-Perry Mental Health/Mental Retardation Program is responsible for coordinating services and funding mental health/mental retardation services in the two counties. Its contracts for FY 1980 totaled $1.8 million.

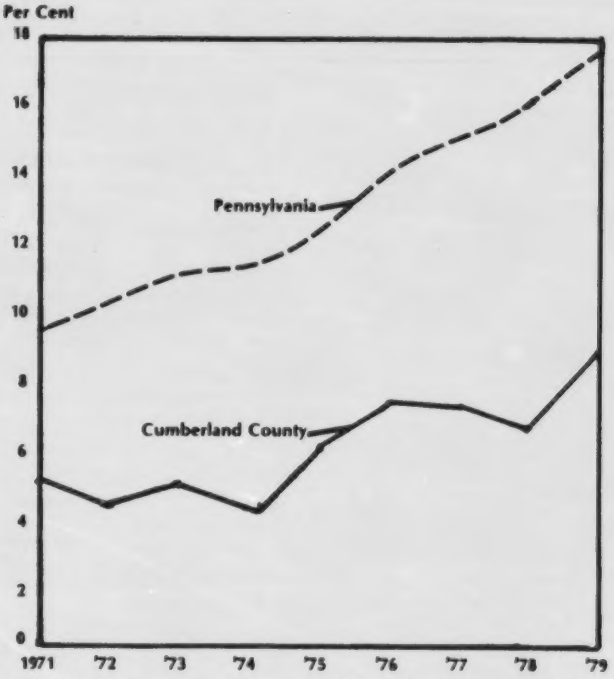
Two areas within the general field of mental health require special mention. One is that of drug and alcohol abuse. (See Chapter XIV for a further discussion of the matter.) This has been of growing concern since the late 1960s and early 1970s. There is currently no valid estimate of the degree to which abuse of these substances exists in the county. Whether the amount of public interest is indicative of the problem, exaggerates the problem, or underestimates the problem is very difficult to discern. Public funding is not a valid indicator nor is case load (many drug or alcohol abusers may never seek assistance). Surveys seem to give conflicting indications, but tend to show increasing use (but not necessarily abuse) of alcohol among younger teenagers, somewhat general use of marijuana among many teenagers and young adults, and only slight use of other drugs. According to the Cumberland-Perry Commission on Drugs and Alcohol, there appears to be a need for more coordination among drug counseling services in the area and a much greater emphasis on school programs in order for the total program to be more effective. Drug and alcohol counseling services are available in Shippensburg, Newville, Carlisle and Mechanicsburg, but are not readily available in other municipalities.

The other area of mental health to which considerable attention has been given recently is that of stress. Family, financial, work, and general social pressures as well as environmental factors such as noise and pollution create stress. Some people cannot cope with this stress or do so inadequately. The Helen H. Stevens Community Health Center in Carlisle and the Carlisle Hospital Inpatient Psychiatric Unit jointly operate a facility within the hospital for persons who are experiencing acute stress. The Holy Spirit Hospital Community Mental Health Center provides stress-related services, including workshops in coping with stress which are open to the public. Other agencies and professional individuals also provide counseling services for persons having difficulty coping with stressful situations. Dickinson College has established special programs dealing with stress. For example, it held a three-day "Stress Fest" in 1980 offering a variety of lectures on various aspects of the problem such as "Stress Management for Homemakers," "Stress Management for Students," and "Coping with Stress for Single/Divorced Parents, and those with Family Problems."

Children and youth. This area of concern involves such matters as provision of day care centers and Head Start programs (see Chapter IX), involvement in child abuse situations,[2] assistance with adoption, provision of counseling and assistance for youth who are in some way deprived, troubled, or neglected, and the provision of social and recreational activities for youth (see Chapter XIII). One of the newest programs for children and youth in the county was organized and sponsored by the Stevens Mental Health Center. It is designed to provide older friends--advisors and companions--for youths who do not have secure, stable, well-rounded home lives. Agencies and individuals who were surveyed indicated that as many as 1,200 youths could be referred to this program.

Family life. Changes in lifestyles combined with age-old problems have resulted in expenditures of a considerable amount of time, effort, and money by human service agencies on matters dealing with family life: stresses among unmarried persons living together, strains among married couples, aftereffects of broken marriages, problems of widows/widowers, and problems of abused wives.

Somewhat overlapping services dealing with family life are those concerned with sex, pregnancy, and birth. Lifestyle changes have brought new numbers of unmarried persons into human service agencies to deal with problems arising from these functions. The number of unmarried women in the county giving birth rose from 1971 to 1979 as did the percentage of such births to total live births: 5.5 per cent in 1971 to 9.0 per cent in 1979. This rate was only about half the rate for the state as a whole.



Graph 7.1.--Percentage of Out-of-Wedlock Births to Total Live Births, 1971-79.

Source: Pennsylvania Department of Health, Health Data Center.

One of the prime agencies concerned with these matters is Tri-County Family Planning Services, with offices in Carlisle and Shippensburg. This agency provides services for more than 2,300 females each year plus a small number of males. There is no agency or home in the county providing maternity care specifically for unmarried mothers. Such care is provided by physicians and families or friends.

Legal matters. Modern life brings with it a high degree of legal complexity. Many persons are often bewildered and intimidated by what they perceive as a confusing or hostile maze of laws and bureaucrautic directives. The variety of problems mentioned above often have accompanying legal complications. Also, persons whose lives are complicated by these problems sometimes find themselves trying to cope with additional matters which require legal assistance. For someone who cannot afford a lawyer, where does one turn? Legal Services, Inc., of Central Pennsylvania, has offices in Carlisle to provide legal advice on a no-fee or low-fee basis concerning civil problems. The Public Defender's office in Carlisle provides free assistance with criminal matters. There are other legal sources for all persons, regardless of their economic status. The Pennsylvania Human Relations Commission in Harrisburg provides legal advice and assistance concerning discrimination and civil rights matters. Persons unfamiliar with local lawyers and their specialties may call the Pennsylvania Lawyer Referral Service to obtain the names and locations of attorneys who might be able to assist them.

Consumer affairs. Although related to legal assistance, this is somewhat in a category by itself. As with people elsewhere in the U.S., Cumberland County's citizens have a high and growing degree of awareness of their rights as consumers, rights with which government is obligated to assist them. There are many federal and state consumer protection agencies, most of which have offices in Harrisburg or can be contacted easily by a toll-free telephone number. In Cumberland County, the county's Bureau of Consumer Affairs provides advice, information, and assistance from its office in Carlisle.

Handicapped persons. One looks in vain--fortunately--for the blind or crippled beggars who once made their way from town to town searching for enough of a handout to survive from one day to the next. These persons, with no family or friends to take care of them, often had to keep on the move, because they were not wanted or could not be cared for in many small towns. Today, there are a variety of excellent agencies and programs to assist disabled persons in leading useful, fulfilled lives. Considerable attention is being given to persons with various disabilities: blindness, deafness, and a range of other impairments. As an example, many of the approximately 1,000 visually handicapped or blind persons in the county obtain services from the Pennsylvania Association for the Blind, the Tri-County Association for the Blind, or the Library of Congress (which is the major agency providing recorded or braille books).

Employment problems. Persons who are chronically unemployed because of physical, mental, or social disabilities usually require preparation for and assistance with obtaining employment. The county's concern for this problem arises from humanitarian considerations, of course, but also comes from the realization that persons with jobs are much less of a burden on the community's public welfare resources. The Comprehensive Employment and Training Act (CETA) through its prime sponsor, the Susquehanna Employment and Training Corporation (SETCO), provides training, counseling, and assistance in locating employment. The major agency in the county for such services is the Opportunity Industrialization Center in Carlisle. The Center for Industrial Training (CIT) in Mechanicsburg provides similar programs specifically for persons who are retarded.[4]

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The broad range of matters described above should not be construed to mean that Cumberland County has multiple serious social problems. On the contrary, each of the agencies deals with a relatively small number of people; more than one agency often works with an individual or family; and the Federal Government sometimes provides funding for programs which may serve only a handful of persons in a particular locale (although the problem attacked may affect a great many people on a nationwide basis). Cumberland County has the lowest percentage of persons--1.4 per cent in July, 1980--dependent upon public assistance funds of any county in the state. This percentage has been rather consistent at least during the past decade.[5]

Not all funding for human service agencies comes from governmental sources. Private donations, particularly through United Way, provide an important source (although not the majority) of such funds. Tri-County United Way attained its 1980 goal of $3.7 million for distribution to 43 agencies in Cumberland, Perry, and Dauphin counties. Local, state, and national United Ways also collect funds for agencies at their area levels. For example, United Way of Carlisle set its goal for 1980 at $398,000, 91 per cent of which was to go directly to its eighteen member agencies. Unfortunately, it closed the drive with only 88 per cent of its goal having been met.

Many human service agencies are faced in 1981 with budgets which provide for more limited services than they believe are needed to give adequate coverage. This situation results from cutbacks at all levels of government and by limitations imposed by non-governmental funding organizations.

FOOTNOTES

[1]Rupp, p. 448.

[2]There were 70 child abuse reports (0.5 per cent of the state total) made to authorities/agencies in the county in 1979. This was a 50 per cent decrease from 1977, but approximately the same level as in 1975. Of the 70 cases, 47 were declared unfounded, 21 were considered indicated (i.e., some possibility of abuse), and 2 were declared founded (definite case of abuse). Pennsylvania Department of Public Welfare, *1979 Child ABuse Report* (Harrisburg: Department of Public Welfare, [1980]), p. 42.

Interestingly, a recent Penn State University Cooperative Extension Service survey showed that Cumberland County's respondents considered protection of children, the elderly, and handicapped persons as having the *second highest* priority among sixteen programs and services for attention during the 1980s. Dan E. Moore, Anna S. Ishler, and Polly P. Lame, *Community Issues in the Capital Region* (University Park, Pa.: The Pennsylvania State University Cooperative Extension Service, [1979]), pp. 8-9.

[3]Article, *Evening Sentinel*, Sept. 12, 1980.

[4]It also has facilities in Shippensburg.

[5]The percentage has been as low as 1.1 per cent. The range for the state's counties from January to June, 1980, was 1.2 per cent to 19.4 per cent. Source: County Board of Assistance.

CHAPTER VIII

HEALTH CARE

Before examining health care facilities and programs in the county, it is appropriate to look at the health of the county's residents. An examination of health problems and health care facilities is followed by a brief consideration of planning for health care needs.

HEALTH STATUS[1]

Infant births and deaths. For the seven-year period between 1971 and 1977, Cumberland County had the lowest live birth rate--12.7 per 1,000 population--of the eight counties in the Health Service Area (HSA): Cumberland, Perry, Dauphin, York, Adams, Franklin, Lancaster, and Lebanon.[2] The rate dropped to 11.4 per 1,000 population in 1978, but increased slightly the following year to 12.3 per 1,000 population.[3] The number of hospital deliveries decreased steadily during most of the past decade, reflecting the decreasing birth rate.[4] However, there is an indication that the county's rate may have risen again during the past year, accompanying a nationwide trend in birth rates. Whether the rates in 1978 and 1979 reflect an actual trend or a temporary variation remains to be seen.

There are divergent factors affecting the birth rate in the county as well as throughout the nation. One is that more and more women have delayed marriage and childbirth after marriage, which could pull birth rates down. On the other hand, the number of births to teenage mothers (married and unmarried) has increased, affecting the birth rate in an upward direction (see Graph 7.1., Chapter VIII).[5]

The infant death rate for the county was the lowest in the HSA from 1971 to 1976: 11.3 per 1,000 live births. It dropped to 8.6 in 1978, but increased slightly to 9.4 the following year.[6] The county's infant death rate has been favorable when compared to the rest of the state: fifteenth lowest of the 67 counties in 1979. The county's--and Pennsylvania's--infant mortality rate has decreased significantly during the past ten years. This decrease may partly be due to the increasing number of women receiving prenatal care.

Death rates and causes of death. The crude death rate for the county and the state remained relatively stable during the 1970s, with the county rate consistently below that of Pennsylvania's. The age-sex adjusted death rate (i.e., the rate which makes adjustments for variations in death rates caused by factors relating to age and sex) for Cumberland County dropped during the period. Between 1971 and 1976, the 14 per cent decline in that rate was the seventh greatest decline among Pennsylvania's counties, many of which had increases in their rates. Although Cumberland County's age-sex adjusted rate is slightly higher than its crude rate, the rate has remained below that of Pennsylvania.[7]

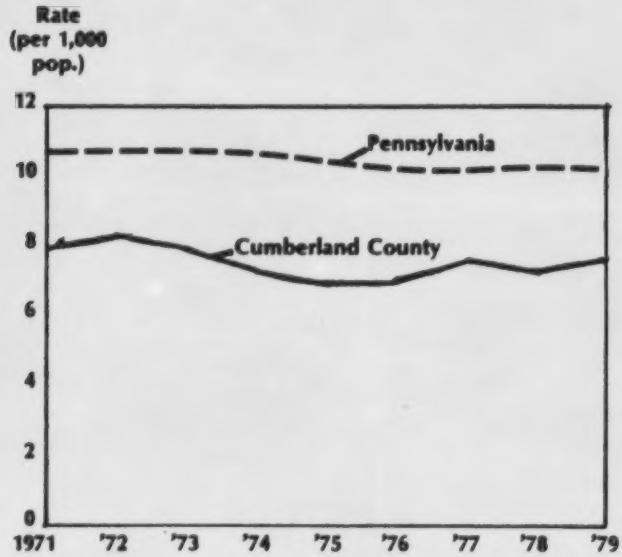
The leading causes of death in the county, and in the state as a whole, were heart disease, cancer, cerebrovascular diseases, and accidents (all forms). These have been predominant during the past decade.

Accidents and cancer caused the most deaths among

TABLE 8.1
INFANT BIRTH/DEATH RATES, 1971-1977

	1971-76		1977		1978		1979	
Item	County	State	County	State	County	State	County	State
Live birth rate per 1,000 pop.	12.7	13.0	12.1	13.0	11.4	12.9	12.3	13.4
Fetal deaths per 1,000 live births	16.4	25.4	15.1	25.8	11.4	25.9	12.1	22.4
Infant deaths per 1,000 live births	11.3	17.0	11.0	13.9	8.6	13.3	9.4	13.4

Source: Pennsylvania Department of Health, Health Data Center.

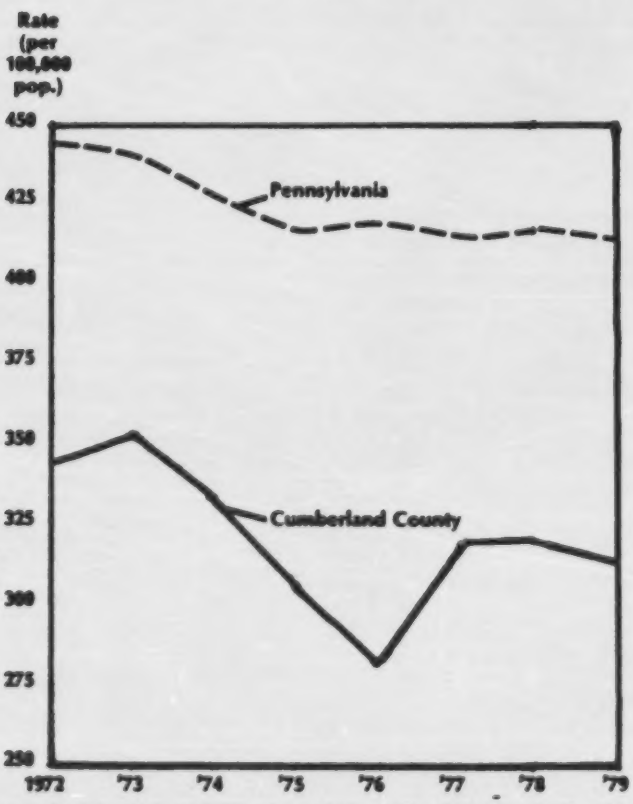


Graph 8.1.--Crude Death Rates, Cumberland County and Pennsylvania, 1971-1979.

Source: Pennsylvania Department of Health, Health Data Center.

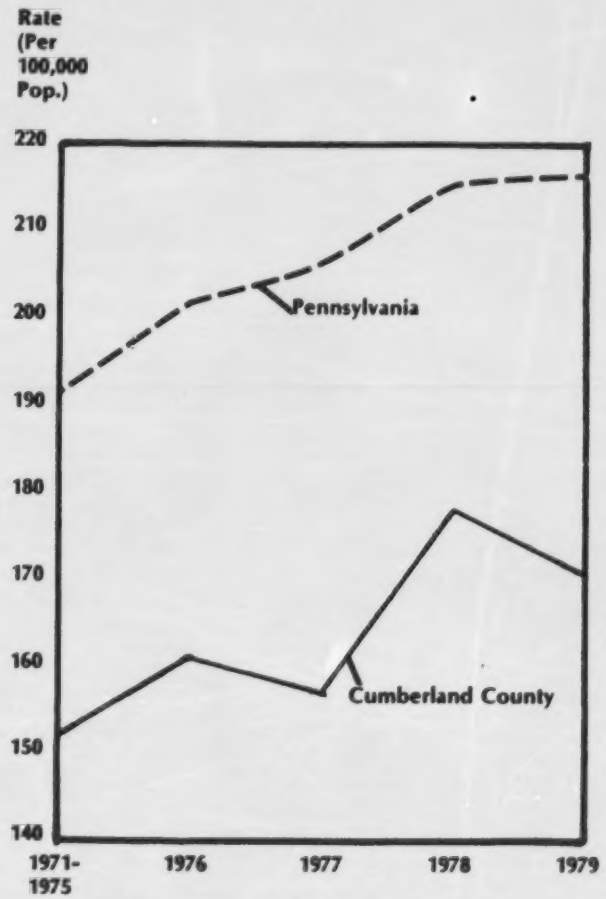
persons aged 1 to 24, while cancer or heart disease were the two leading causes of death for persons aged 25 years of age and over. Nearly all of the deaths from cerebrovascular disease--accounting for about 70 per cent of all deaths--have been major killers of the elderly and are one indication of problems presented by an aging population.

The annual death rate from heart disease decreased steadily in the county during the past decade. It is the lowest of any of the counties in the HSA and has been much lower than for the state as a whole.[8] The cancer mortality rate in the county has been much lower than that of the HSA and the state, but increased somewhat during the past decade. In 1979, the county's rate was the thirteenth lowest of Pennsylvania's 67 counties.[9] The county's death rate from cerebrovascular disease has been even more favorable when compared to other counties in the state, typing with York County for tenth lowest.[10]



Graph 8.2.--Death Rates from Heart Disease, Cumberland County and Pennsylvania, 1972--1979 (per 100,000 pop.)

Source: Pennsylvania Department of Health, Health Data Center.



Graph 8.3.--Death Rates from Cancer, Cumberland County and Pennsylvania, 1971-1979 (per 100,000 pop.)

Source: Pennsylvania Department of Health, Health Data Center.

Violent death comprises a small proportion of deaths in the county except among persons aged 24 to 44, for whom accidents, homicides, and suicides accounted for 9 per cent of deaths in 1978. Suicide deaths remained generally stable during the 1970s, except for a brief increase in the number and rate in 1974. Except for that year, it consistently was slightly lower than the rates for the HSA and the state, both of which remained stable. The homicide rate generally decreased during the period, remaining consistently below those of the HSA and the state.[11]

An increase in violent deaths appears to have occurred during 1980 in the county. The number of homicides was six, tying a record set in 1972. The number of suicides also increased. However, the county's population increase may have kept the rates for these two causes of death relatively stable.

The state of health of Cumberland County's citizens becomes most apparent when one looks at the mortality statistics of 1978. Of thirty-seven categories of causes of death, the county's rates were lower than those of Pennsylvania except for epilepsy, multiple sclerosis, and motor vehicle accidents, for which the rates were higher, and diseases of the pancreas, for which the rate was the same.[12]

Injuries and illnesses. It is the number of injuries and illnesses which keeps medical personnel and hospitals busy, rather than the number of deaths. Emergency room use increased by more than 30 per cent from 1971 to 1977.[13] In 1979, there were nearly 23,000 admissions to hospitals in the county, more than a half-million outpatient visits, and an uncounted number of injuries and illnesses which got no further than an ambulance attendant, school nurse, doctor's office, or a home medicine cabinet.[14]

Of the notifiable communicable diseases (those which must be reported to the Pennsylvania Department of Health), gonorrhea has been by far the most prevalent. Syphillis, measles, mumps, and rubella have been almost non-existent in recent years.[15]

Between 1973 and 1977, there were eight or fewer fatal work accidents per year. However, because of a sharp increase in non-fatal injuries during the period, the total accident rate increased steadily from 2.6 to 3.3 per 1000 workers. In 1976 and 1977, the rates were the highest in the HSA region.

The number of traffic fatalities and injuries has remained relatively stable during the past several years. There were an average of 36 traffic fatalities a year between 1977 and 1979 and an average of 2,864 traffic-related injuries during the same period.[16]

Other health problems. Other problems in addition to deaths, injuries, and physical illnesses require attention by medical personnel and the use of medical facilities. An estimate was made at the beginning of 1977 that approximately 10-15 per cent of the county's population would require some type of mental health service that year, a relatively normal year in terms of economic, social, or political stresses.[17] A very small number of these persons required hospitalization or institutionalization. The same may be said of retarded persons, most of whom live with family, friends, or in special community living arrangements. As for drug and alcohol abuse:

> There has been an increase of alcohol abuse and marijuana smoking by young people in Cumberland County. Males in particular appear to be drinking more regularly, and it has also been reported that PCP has caused quite a few emergency crisis situations.[18]

*****

What do all of these statistics mean in terms of the state of health of the county's residents? They indicate that overall mortality rates are relatively low and are very favorable when compared with the rest of Pennsylvania. Those rates have also been declining overall during the past decade. With an increasing number of persons aged 65 and over, it is the elderly who make up the majority or mortality statistics. By far the greatest number of persons die from "natural" causes. The number of violent deaths is negligible and does not present a significant social or medical care problem. The incidence of communicable disease is slight when compared with other common types of illness. The number of persons with serious mental health or mental retardation problems is also slight, although the number of persons needing some form of mental health service comprises a significant segment of the population. Drug and alcohol abuse, while not epidemic, has been increasing in recent years and is serious enough to warrant the concern of medical personnel, human service agencies, law enforcement officials, and the public at large.

One could conclude that the state of health of Cumberland County's population is good.

HEALTH CARE FACILITIES AND PROGRAMS

Rudimentary health care was present in the county not long after the arrival of the first settlers.[19] One of the first physicians in the county had a practice in Carlisle in 1766. Shippensburg's first doctor started his practice there in 1778. Newville got its first physician in 1797. New Cumberland and Mechanicsburg welcomed their first doctors in 1815. The Medical Society of Cumberland County was organized in 1866. By 1886, there were 120 physicians in the county. In terms of available doctors, the county's populace was well served, with .96 physicians per 1,000 persons, compared with today's ratio of 1.4 to 1,000 persons. Yet in terms of the promptness of emergency care and overall medical effectiveness, health care in 1886 was woefully inadequate.

Carlisle Hospital, the first in the county, was established in 1913.[20] Seidle Memorial Hospital and Holy Spirit Hospital opened their doors in 1936. The Rehabilitation Hospital for Special Services is the county's newest facility, having opened in 1971.

TABLE 8.2
HOSPITAL USE RATES, CUMBERLAND COUNTY AND PENNSYLVANIA, 1977/1978

Item	County	State
Beds (per 1,000 pop.):[a]		
General hospitals	3.5	4.5
Specialty hospitals	0.6	1.8
Admissions rate (per 1,000 pop.)[b]	6.6	12.0
Outpatient visit rate (per 1,000 pop)[b]	3,082	1,558
Hospital semi-private room rate (average)[a]	$106.68	$132.48

[a]1978.

[b]1977.

Source: Pennsylvania Department of Health, Health Data Center, *Health Profiles for Pennsylvania Counties: Cumberland 1978/Pennsylvania 1978/Cumberland 1980* (Harrisburg: Health Data Center, 1978/1980).

By 1980, the county's three general hospitals were equipped with a total of 602 beds; the rehabilitation hospital had 98 beds. The number of available beds is expected to exceed needs at least through 1983.

There are no psychiatric hospitals or long-term psychiatric beds in the county. Holy Spirit has 28 short-term inpatient psychiatric beds and Carlisle Hospital has 10. Table 8.2 shows use of the county's hospitals and compares their use with the state as a whole.[21]

Each of the general hospitals--Carlisle, Holy Spirit (in Camp Hill), and Seidle Memorial (in Mechanicsburg)--provides a wide range of medical services. The Rehab Hospital for Special Services is a private, non-profit institution specializing in rehabilitation and long-term care.

Up-to-date medical procedures and equipment are used by the county's hospitals. Certain equipment and procedures are used throughout the county, but to varying degrees depending upon the hospital. Holy Spirit Hospital is the location of about 70 per cent of the operations done each year in the county.[22] The number of nuclear medicine procedures performed in one recent year totaled 4,460 at the two hospitals providing this service.[23] Ultrasound is being used in such departments as radiology, cardiology, obstetrics, and ophthalmology in two of the hospitals.[24] Diagnostic radiology procedures are used in all three general hospitals. A computerized tomography (CT or CAT) scanner, one of the latest developments in diagnostic radiology, was installed at Carlisle Hospital in December, 1977, at a cost of $545,000.[25] Each of the hospitals provides services in addition to medical care, for example, medical social services and a variety of health care classes and workshops.

These excellent medical facilities are supplemented by others in nearby counties: Polyclinic Medical Center (in Harrisburg), Harrisburg Hospital, The Pennsylvania State University's Milton S. Hershey Medical Center (in Hershey), Community General Osteopathic Hospital (in Harrisburg), and Chambersburg Hospital, among others.

Cumberland County has thirteen long-term care facilities specializing in skilled nursing care, intermediate care, or a combination of the two. The following table indicates the number of beds per 1,000 population aged 65 or over in the county and the state.[26] A 60-bed facility to be located on U.S. 11 in Shippensburg has been planned and is currently being reviewed by governmental agencies. Bethany Village Retirement Center in Mechanicsburg is seeking governmental approval of a proposed expansion of its medical facilities, which would include an additional 60 beds.

TABLE 8.3
LICENSED BEDS FOR THE ELDERLY,
CUMBERLAND COUNTY AND PENNSYLVANIA,
1978 (per 1,000 pop.)

Type of Bed	County	State
Skilled nursing care	60.5	37.3
Intermediate care	20.7	9.7
Skilled & intermediate combined	81.1	47.0

Source: Pennsylvania Department of Health, Health Data Center, *Health Profiles for Pennsylvania Counties: Cumberland 1980* also *Pennsylvania 1980* (Harrisburg: Health Data Center, 1980).

There are approximately 100 nursing homes in the HSA, with a total of 9,000 beds. Cumberland County has about 11 per cent of the population aged 65 and over, 13 per cent of the homes, 13 per cent of the skilled nursing care beds, and 19 per cent of the total licensed beds. The number of licensed beds in the county increased by 17 per cent between 1976 and 1979.[27] A total of an additional 120 beds are planned for 1981 at two of the homes.

In addition, the military installations in the area have medical facilities, the largest being Dunham Army Health Clinic at Carlisle Barracks. These facilities are available only to active-duty and retired military personnel and their families. They are staffed mostly by military medical personnel, but do have some local civilian doctors on their staffs.

Emergency health services in the county have expanded considerably during the past ten years. There are about thirty ambulance vehicles and 154 emergency medical technicians (EMTs)--all qualified and mostly volunteers--providing around-the-clock service in all parts of the county. Older ambulances are often replaced within a few years with new ones capable of providing more up-to-date service. The most modern equipment is being put into use by men and women who voluntarily upgrade their skills to handle the equipment and to learn new emergency procedures.

There are almost 2,500 medical doctors located within a 60-mile radius of Harrisburg. For Cumberland County, the number of physicians per 1,000 population is slightly less than for the state as a whole, but there is not a shortage of physicians according to Pennsylvania Department of Health.[28]

In addition to nearly 200 doctors, there are 1,400 other active licensed health personnel in the county, including registered nurses and licensed practical nurses (81 per cent of all licensed health personnel in the county),[29] chiropractors, dentists, dental hygienists, optometrists, pharmacists, physical therapists, podiatrists, and others.

The vast majority of licensed health personnel are in the eastern half of the county, primarily because the health care facilities are there. Approximately 71 per cent of the physicians and surgeons practice in Camp Hill. There were no physician's offices located in either Silver Spring or Monroe Townships until the end of 1980, when several doctors set up practices through the sponsorship of Carlisle Hospital.

Physicians' practices are organized in a variety of ways, from solo practice to large, multi-specialty group practices.

Human health care is not the only form of health care provided in the county. There are twenty veterinarians, some of whom work at the seven animal hospitals located throughout the county. They provide a variety of services for a very large number of farm animals and household pets.

Supplementing the medicial personnel and facilities in the county are several health care agencies. The

Cumberland County Satellite of the Pennsylvania Association for the Blind (Carlisle), the Cumberland County State Health Center (Carlisle and Shippensburg), the Capital Area Parents Association for the Hearing Imapired (Enola), and the Visiting Nurse Service of Carlisle Hospital have been established for specific medical problems and services. The Red Cross provides many health care services, including classes in life saving techniques and general first aid. Most public schools provide classes for health care, first aid, and life saving techniques, either as part of their regular teaching programs in summer courses, or in adult education programs. Schools also provide health care programs and services through the services of school nurses, visiting physicians, and dentists. Many human service agencies provide health care education and services. For example, the Cumberland County Office of Aging sponsors an annual Health Fair at which elderly persons can receive free preventative health screenings, health education, referrals, and follow-up on previous services.

Capital Blue Cross has a telephone medical information service which is available 24 hours a day, seven days a week. Persons calling may request to hear any of more than 250 five-minute recorded tapes, about 50 of which are in Spanish, each about a different medical problem. The tapes give a description of the symptoms, treatment, and possible complications of each disease or problem, but are not to be used for emergency purposes or as a substitute for a doctor's care.

A discussion of the mental health and mental retardation agencies, programs, and facilities is included in Chapter VII. The topic might have been included in the present chapter, but is discussed in Chapter VII since many aspects of mental health and mental retardation involve human service agencies more than they do health care services.

PLANNING FOR HEALTH CARE NEEDS

The health care needs of the county's population are well met in terms of actual needs and in comparison with the health care provided in the region and the state as a whole. Yet, there are occasional needs generated by a growing population and an increasingly fast-paced way of life. There also may be the need to implement improved procedures or new equipment, or to replace obsolete facilities.

Planning for the health care needs of a population such as that of Cumberland County is a continuing process. The Pennsylvania State Department of Health, acting as the State Health Planning and Development Agency, provides a state-wide planning process. On a regional level, Health Resources Planning and Development, Inc. (HRPD) is the planning body for the counties in the HSA. This organization--a health systems agency--is located in Camp Hill. It is responsible for planning to improve the health of area residents by striving for an accessible and cost-effective health care delivery system. Its board of directors and committees are composed of hospital and administrative personnel (providers) and other persons (consumers) from throughout the region. PRPD has a role in the governmental review and approval of all health care expenditures over $150,000, changes in the number of beds, and deletion/addition of services.

The only major programs presently under consideration are a multi-million dollar expansion and renovation plan for Holy Spirit Hospital expected to cost more than $10 million and a renovation of several administrative buildings for Carlisle Hospital, which will cost about $.3 million. The Holy Spirit project would expand facilities for outpatient, emergency and supporting services; add a new emergency department, community health service, and pre-admission testing and registration areas; provide a new nuclear medicine laboratory and additional radiology space; and add or renovate other equipment and facilities. The West Shore Hospital Authority has been formed by the East Pennsboro Township commissioners to serve as a financing vehicle for the proposed program.

FOOTNOTES

[1]Virtually all statistics are based on a fiscal year, that is, July 1 to June 30. Therefore, when a figure is used such as "a rate of 4.6 in 1980," it actually refers to the period from July 1, 1979, to June 30, 1980.

[2]Health Resources Planning and Development, Inc. *Health Systems Plan 1979* (Camp Hill, Pa.: Health Resources Planning and Development, Inc.), p. 51.

[3]Pennsylvania Department of Health, Health Data Center, *Health Profiles for Pennsylvania Counties: Cumberland 1980* (Harrisburg: Health Data Center, 1980). Pennsylvania Department of Health, Health Data Center, *Pennsylvania Vital Statistics Annual Report, 1979* (Harrisburg: Health Data Center, November 1, 1980), p. 81.

[4]*Health Systems Plan 1979*, pp. 115, 417. Only a miniscule number of births were non-hospital births--about a dozen each year in the county. Pennsylvania Department of Health, Health Data Center, *Natality and Mortality Statistics Annual Report, 1978* (Harrisburg: Health Data Center, July 1, 1979), p. 37.

[5]Article, *Evening Sentinel*, June 24, 1980; Pennsylvania Department of Health, Health Data Center, *Natality and Mortality Statistics Annual Report, 1978* (Harrisburg: Health Data Center, July 1, 1979), pp. 25-7; *Health Systems Plan 1979*, p. 49 and Appendix 2.

[6]Health Systems Plan 1979, p. 50.

[7]State Health Planning and Development Agency, *The Proposed State Health Plan of the Commonwealth of Pennsylvania (Draft)* (Harrisburg: State Health Planning and Development Agency, December, 1978), p. 11-35; Health Data Center, *Health Profiles for Pennsylvania Counties: Cumberland 1980.*

[8]*Ibid.*; Health Data Center, *Health Profiles for Pennsylvania Counties: Pennsylvania 1980* (Harrisburg: Health Data Center, 1980); Health Systems Plan 1979, p. 68.

[9]State Health Planning and Development Agency, *The Proposed State Health Plan (Draft)*, p. VII-3; *Health Systems Plan 1979*, pp. 178.

[10]Pennsylvania Department of Health, Health Data Center, *Natality and Morality Statistics Annual Report, 1978*, pp. 98-101.

[11]*Health Systems Plan 1979*, pp. 467-9.

[12]Pennsylvania Department of Health, Health Data Center, *Natality and Mortality Statistics Annual Report, 1978*, pp. 98-113.

[13]*Ibid.*, p. 624.

[14]Health Data Center, *Health Profiles for Pennsylvania Counties: Cumberland 1980.*

[15]*Health Systems Plan 1979*, p. 171.

[16]Data furnished by the Pennsylvania Department of Transportation Bureau of Accident Analysis.

[17]*Health Systems Plan 1979*, p. 505.

[18]*Ibid.*, p. 577.

[19]Bates, pp. 170-86.

[20]Subsequent expansions--the most recent having been completed in 1978--have nearly tripled the size of the facility.

[21]Health Data Center, *Health Profiles for Pennsylvania Counties: Cumberland 1980* and *Pennsylvania 1980.*

[22]Health Resources Planning and Development, Inc., *Plan Elements - December 1979 (Draft)* (Camp Hill, Pa.; HRPD, Inc.) and statistics provided by members of the hospitals' administrative staffs.

[23]*Health Systems Plan 1979*, p. 266.

[24]Ultrasound is a sound at a frequency above 20,000 cycles per second. It has the property of propagation through liquids and solids, making it very useful in delineating body structures by measuring the reflection or transmission of this sound energy in the human body and recording it for display. *Ibid.*, p. 277.

[25]Computer tomography scanners use the passage of X-rays through the body to construct cross-sectional images. It is very useful for imaging neurological disorders of the brain and certain areas of the body, e.g., kidney, liver, and pancreas. CT scanning is used not only for diagnosis of disorders, but for placing biopsy needles and for use in monitoring responses of tumors with chemotherapy or radiation therapy. *Ibid.*, pp. 222-30.

[26]Health Data Center, *Health Profiles for Pennsylvania Counties: Cumberland 1980 and Pennsylvania 1980.*

[27]*Health Systems Plan 1979*, pp. 34, 655. "Licensed beds" includes those beds licensed by the state for use by persons requiring either skilled nursing care or intermediate care.

[28]Health Data Center, *Health Profiles for Pennsylvania Counties: Cumberland 1980 and Pennsylvania 1980.*

[29]Cumberland County appears to have relatively fewer nursing vacancies than either the state or nation, which are facing a serious shortage of nurses. Article, *Evening Sentinel*, Oct. 29, 1980.

CHAPTER IX

EDUCATION

A BRIEF HISTORY

As soon as the early settlers were able to ensure reasonable means of livelihood and safety, they turned to improving the quality of their lives. Churches were established for nourishing the soul. They also became the earliest sources of education for the community. The first church schools were functioning by 1740. Public support of education was still many years in the future.

Part of the reason for education's tie to the church was that religion was such an important element in the life of the community, providing the moral lessons for everyday life. Another reason was more practical: ministers were among the few persons with education and among the few men who were not completely engrossed with earning a living from farming or some form of commerce.[1]

The earliest schools were conducted in barns or church buildings. As the population increased and living conditions became more stable, demand for education --more particularly, the demand for a secular education-- outgrew the confines of the churches' limited efforts. Private academics and other schools were opened during the last quarter of the 1700s. Small buildings were specifically constructed to be used as schools.

Demand for a higher level of education grew as the number of persons with a basic education increased. A "classical" school was begun in Carlisle in 1760.[2] Dickinson College, which had begun as a grammar school in Carlisle in 1773, became the first college to be established in the county ten years later--and the twelfth in the United States.[3] Conway Hall was also established in 1783 as a special prep school in connection with the college.[4] The Dickinson School of Law was founded as a separate institution in 1834.[5]

Grammar schools, technical schools, and academies (or classical schools) had opened in many of the townships by 1835. These schools were not free, nor were they open to the general public. A growing public demand for free access of all children to a basic education resulted in the establishment in 1836 of "common" schools in the state of Pennsylvania. Such schools were quickly established in Cumberland County.[6]

The school term at that time was normally six months long. Public school teachers' salaries in 1837 ranged from an average of $12 per month in North Middleton Township to $25 per month in Upper Allen Township. By 1844, eighteen public school districts had been established, consisting of 122 schools with a total of 127 teachers (108 males, 19 females) and 7,266 students (4,192 males, 3,074 females). The total cost of public school instruction that year amounted to $14,107, with fuel and other contingencies costing an additional $1,192. Most of the funds came from local taxation.[7]

The establishment of free public education did not halt the use of existing private schools nor the creation of new ones. Although some were short lived, others such as White Hall Academy (later the Soldiers' Orphan School) in East Pennsboro lasted for many years.[8] Irving Female College, established in Mechanicsburg in 1856 to provide a "classical, polite and Christian" education, operated for more than seventy years.[9] Metzger College, also for women, opened in Carlisle in 1881, becoming a center for music and art in the area.[10]

A growing number of students greatly increased the need for trained teachers. As a step in this direction, the Cumberland Valley Teacher's Institute was organized in 1854 to seek means of improving the numbers of teachers and the quality of education in the county.[11] This was an organization of educators rather than an institutional structure, meeting annually at various locations.

The next step was the establishment of a school to train teachers: the Cumberland Valley State Normal School at Newville, in 1857. The school was moved to Shippensburg in 1873, where it was transformed over the years from a teachers' college into an institution-- Shippensburg State College--with a large variety of undergraduate and graduate programs.[12]

Commercial education was not neglected, although it was rather late in coming to the county. The first known business school in the county was Carlisle Commercial College, established with one student in 1896, but which grew steadily to accommodate 150 students by 1909.[13]

Perhaps the most unique school in the county--and one which was to become nationally famous--was the Indian Industrial School, commonly called the Carlisle Indian School. The school, founded in 1879 and in operation until 1918, was established to provide an education for, and utilize the labor and skills of, Indian

youth from all parts of the nation. During its forty years, it educated several thousand pupils from about ninety tribes, giving them an academic, agricultural, and commercial education.[14]

In 1911, the Messiah Bible School and Missionary Training Home, opened two years previously in Harrisburg, moved to a new site at Grantham in Upper Allen Township. Its first class that year consisted of thirty-seven students. The school offered Christian training courses, secondary education, and four-year liberal arts programs. Today, the Messiah College student body of more than 900 pursues modified and updated higher education courses still in tune with its Christian-oriented purposes.

As concepts of education changed and demands increased on the educational programs, changes came about in both the length of the school year and the length of time young people attended school. The school term gradually extended from six to eight months and then to its present form of nine months. The 12th grade was added to high schools by 1930.

During the past thirty years, joint school districts were formed in some areas of the county to provide consolidation of administration and efficiency of operation. In all areas of the county, one-room schoolhouses and other small schools were closed as larger units were constructed to provide education for students living within a larger area of the district.

THE PUBLIC SCHOOL SYSTEM

Enrollment. Map 9.1 indicates the county's nine school districts. Table 9.1 shows for each district the number of schools, current enrollments, and pupil-teacher ratios. Graph 9.1 shows the enrollment picture for the ten-year period from 1970 to 1980.

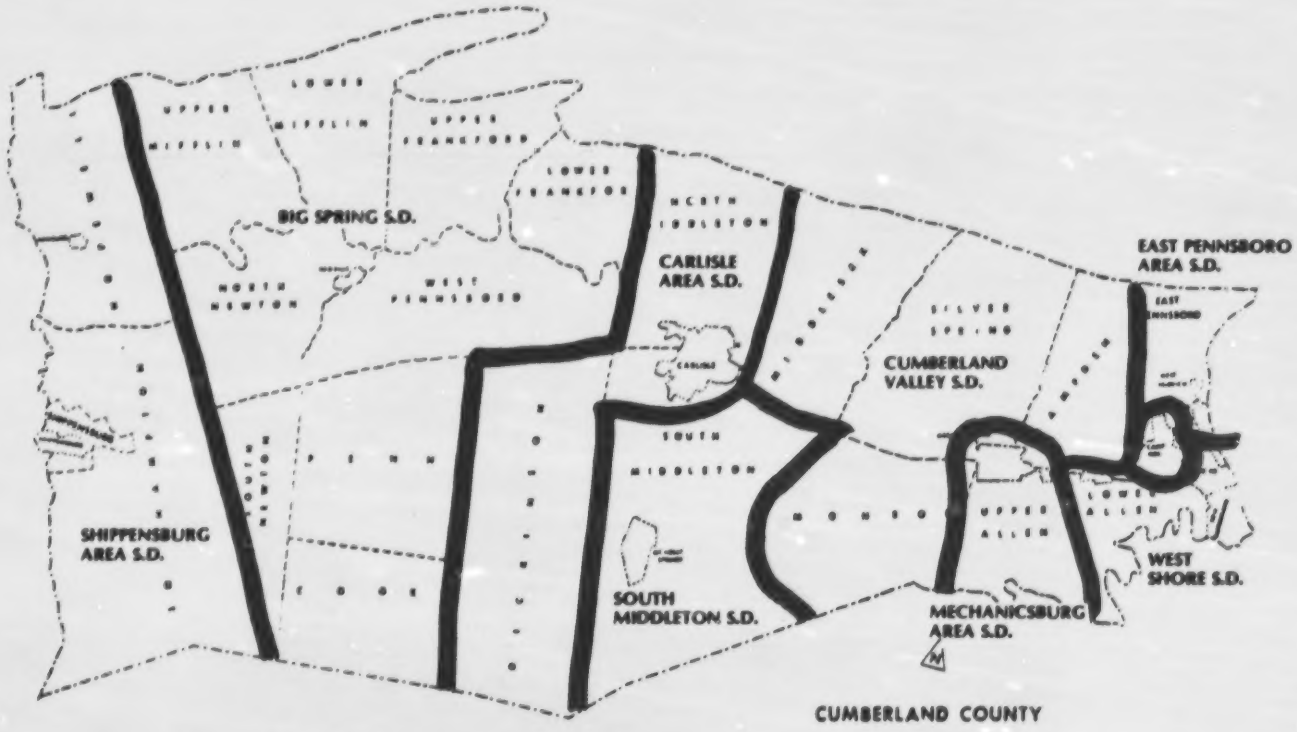
In addition to the school districts, the Cumberland-Perry Vocational-Technical School provides job-oriented education for public school students in grades 10 through 12 from both counties.[15] Its students attend their district schools for half a school day and the "Vo-Tech" School for the remainder of the time. Approximately 1,100 male and female students attended Vo-Tech during the 1980-81 school year.

Public school enrollments have been declining in recent years.

> Total public school enrollments in Cumberland County declined by 4,315 or 10.3 per cent between the 1973-74 and 1979-80 school years. Eight of the county's 9 school districts had fewer students in 1979-80 than in 1973-74. The largest proportionate decrease occurred in Camp Hill (29.6 per cent). The largest absolute decline was recorded in West Shore (1,565.)[16]

Decreasing enrollment has not been unique to Cumberland County. The decrease in the preschool population (children under age 5) was large in Pennsylvania (22.9 per cent), the Northeast region of the U.S. (25.3 per cent), and the nation as a whole (10.5 per cent) during the past decade.[17] "Much of the downturn in Pennsylvania's preschool population can be explained by the declining number of resident births in the eight-year period [1971-78].....Another factor...is the large out-migration from the northern 'frost belt' to the southern and western regions of the county."[18] As noted elsewhere in this report, though, a slight upturn in the birth rate and increased economic opportunities may reverse this trend within the next few years.

Decreased enrollment is having an impact on the number of school buildings in use and the number



Map 9.1.--Cumberland County School Districts, 1981.

TABLE 9.1
CUMBERLAND COUNTY SCHOOL DISTRICTS:
NO. OF SCHOOLS, ENROLLMENTS,
AND PUPIL-TEACHER RATIOS

School District	No. of Schools			Enrollments		Gain/ Loss	P-T Ratio '79-'80
	E	MS	S	'79-'80	'80-'81		
Big Spring	6	1	1	3,274	3,260	-14	20.7
Camp Hill	4		1[a]	1,120	1,094	-26	15.1
Carlisle Area	9	3	1	5,929	5,934	+3	19.2
Cumberland Valley	7	2	1	7,277	7,133	-144	19.3
E. Pennsboro Area	2	1	1	2,766	2,619	-147	18.4
Mechanicsburg Area	6	1[c]	1	4,021	3,992	-29	18.5
Shippensburg Area	8[b]	1	1	2,979	2,936	-43	18.7
S. Middleton	1	1	1[d]	1,706	1,677	-29	15.9
West Shore	11	3	2	8,134	8,127	-187	17.2
Total -				37,386	36,770	-616	

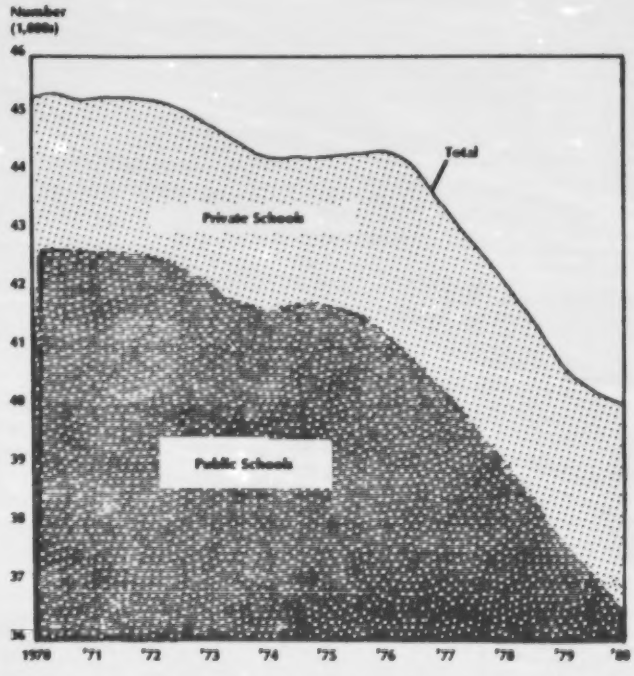
[a]Junior/senior high school.
[b]Includes one in Orrstown, Franklin County.
[c]This will be converted in September, 1981, to a middle school (i.e., from grades 7 through 9 to grades 7 and 8).
[d]Closed 1980-81 school year for renovations.

of teachers employed. School districts have had to grapple with problems concerning which school buildings to close, sometimes in the face of opposition by some parents, and which teachers to release--usually in the face of considerable opposition by parents and teachers. Both sets of problems have engendered actual or threatened lawsuits.

Prospects for reversing the enrollment trend in the near future are not bright.

> Forecasts suggest that public school enrollments in Cumberland County will decline by 4,169 or 11.2 per cent between school years 1979-80 and 1985-86. All districts will experience decreases. The largest proportionate declines will be in South Middleton (19.5 per cent) and West Shore (14.1 per cent). West Shore will experience the largest absolute decline--1,170.[19]

Programs. Public schools have a wide variety of academic and vocational programs for youth at all levels of ability, plus special education programs for various categories of exceptional children (mentally and/or physically handicapped as well as the gifted). Many of the districts also operate or participate in summer schools[20] and special remedial programs (e.g., The Barn)[21] or those offered by the Capital Area Intermediate Unit (CAIU). Several districts provide additional summer activities such as swimming lessons, arts and crafts courses, and the use of the school libraries. A wide range of adult education courses (see below) are offered by several districts either during the summer or during the regular school term. Advanced academic courses are provided by Dickinson College and Harrisburg Area Community College for selected students in the county. Teachers themselves are very much involved in the learning process. In-service professional seminars, lectures, and short-courses are a part of every school district's activities.

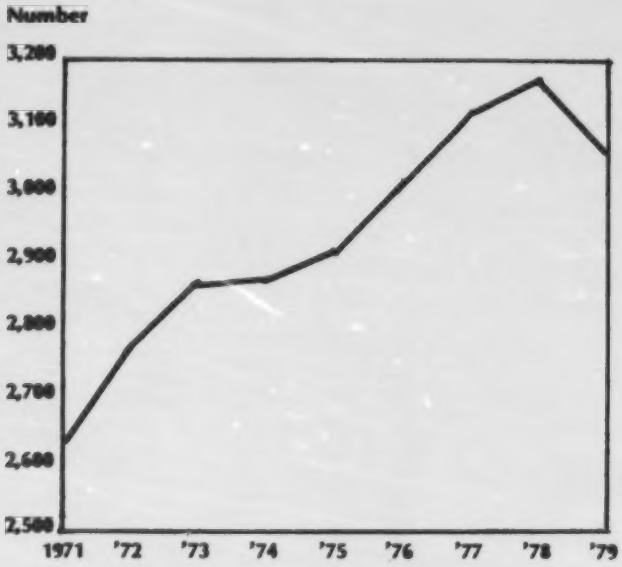


Graph 9.1.--Total Annual School Enrollments, Cumberland County, 1970-71 through 1980-81 School Years.
Source: Pennsylvania Department of Education, Division of Education Statistics.

How effective are the educational programs in the county's schools? One measure of success is the comparison of students' scores with average scores on various standard achievement tests. Students in the county tend to score above average in most areas. This may be attributable to: (1) the students themselves and

their family backgrounds, (2) the dedication and competence of most administrators and teaching staffs, and (3) periodic review of programs to revise and update them as necessary to ensure they are meeting the goals of the educational system and present and future needs of the students.

Another measure of success is to look at the end product of the system: the graduates. Graph 9.2 lists the number of graduates from the county's public schools from 1971 to 1979. Graph 9.3 shows the distribution of public school graduates by activity at the end of the 1978-79 school year.



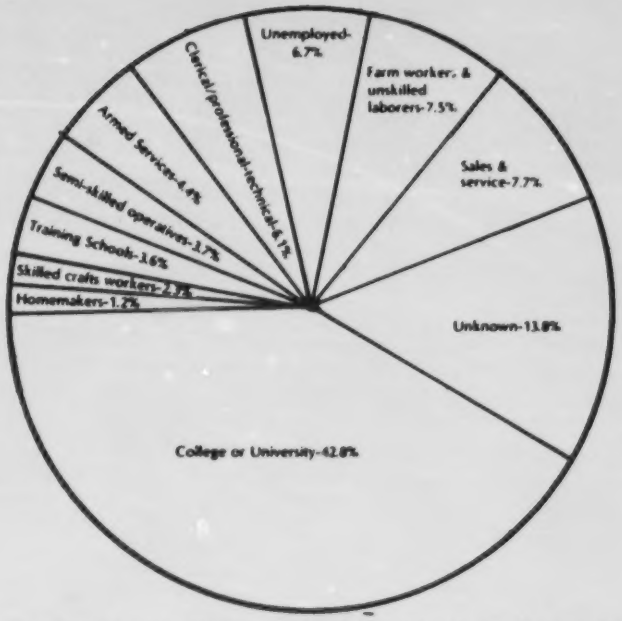
Graph 9.2.--Yearly Number of High School Graduates, Public Schools, Cumberland County, 1971-1979.

Source: Pennsylvania Department of Education, Division of Education Statistics, Bureau of Information Systems, *Statistical Report of the Secretary of Education: Statistical Report Series No. 26 for the School Year Ending June 30, 1979* (Harrisburg: Pennsylvania Department of Education, 1980), p. 24.

Only 1.7 per cent of the county's students withdrew from school before completion during the 1977-78 school year. This was a lower percentage than for 50 of the state's 67 counties and much lower than the 2.8 per cent figure for the entire state.[22]

Budgets. It may be an abundance of cliches to say that young people are the nation's most important resource and that the future of our nation depends in large measure upon the kind of education and values our youth receive today. That they may be cliches does not detract from their validity. The citizens of Cumberland County have shown their willingness to provide vast amounts of tax dollars to the education of their young. The mandate provided school boards is not unlimited, however. Citizens expect that their tax dollars will be spent wisely and productively. They also expect that tax increases or new taxes will be levied only when absolutely necessary.

Modern school systems are "big business"--except that their goal is not to make money, but to educate students. Enormous expenditures are made for the facilities, staff, equipment, and material needed to



Graph 9.3.--Distribution of Public School Graduates by Activity, Cumberland County, 1979 Graduates.

Source: Pennsylvania Department of Education, Division of Education Statistics, Bureau of Information Systems, *Statistical Report of the Secretary of Education: Statistical Report Series No. 26 for the School Year Ending June 30, 1979*, pp. 26-7.

impart that education. A large portion of the taxes comes from local taxation efforts, but much comes down to local school districts through state and Federal programs. A very small amount of money also comes from such sources as admission to athletic events, special fund-raising projects, and donations by private citizens or commercial establishments. Table 9.2 shows the revenues and expenditures for the county's nine school districts during the 1977-78 school year.

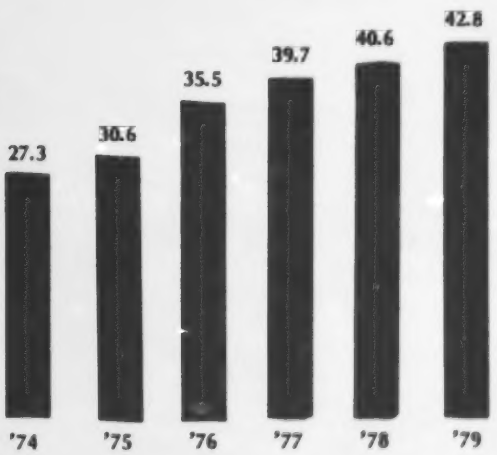
TABLE 9.2
REVENUES AND EXPENDITURES
FOR ALL CUMBERLAND
COUNTY SCHOOL DISTRICTS, 1977-78
(in millions of dollars)

Revenues				
State sources		$ 2.9		
State sources		24.4		
Local sources (taxes)		40.0		
Local sources (other)		1.5		
	Total	$68.8		$68.0
Expenditures				
Instruction (professional staff)		$37.2		
Pupil personal services		1.5		
Health services		.6		
Transportation		3.2		
Operations & maintenance of plant		7.2		
Fixed charges		5.9		
Other		8.5		$64.1
	Total	$64.1	Surplus	$ 4.7

Source: Pennsylvania Department of Education, Division of Education Statistics, Bureau of Information Systems, *Statistical Report of the Secretary of Education: Statistical Report Series No. 25 for the School Year Ending June 30, 1978* (Harrisburg: Pennsylvania Department of Education, 1979), pp. 64, 95.

That was a good year. Some of the school districts received additional--sometimes unexpected--state subsidies during the year. These subsidies and other factors created a surplus which could be used for unexpected general expenditures in the coming year, for anticipated and unanticipated salary increases, and for investment to help forestall tax increases. Unfortunately, an unexpectedly high inflationary trend beginning the next year was to play havoc with the budgets of many school districts. Expenditures have soared at an annual rate averaging about 10 per cent since then. Revenues have not kept pace with inflation in all instances. The alternatives facing school districts have been either to raise taxes or seek economies.

About 77 per cent of the total budgeted local taxes going into school district coffers are real estate taxes. The remainder comes from public utility realty taxes, per capita taxes, Act 511 taxes (wage and income, real estate transfer, occupation privilege, amusement, trailer, and another per capita tax), and payments in lieu of taxes. Graph 9.4 shows the total budgeted local school taxes in the county for FY 74 through FY 79. These taxes increased 56.5 per cent during the period.



Graph 9.4.--Total Budgeted Local School Taxes in Cumberland County, Fy 1974 through FY 1979 (millions of dollars).

This does not mean that millage rates were increased by 56.5 per cent. As a matter of fact, real estate tax rates were higher in only three of the districts in FY 79 than in FY 74. They were lower in five and the same in one. An increased tax base accounted for part of the rise. More significantly, assessed valuations increased during the period in all county districts. Of the 505 districts in the state, Cumberland County's districts ranked in the middle range (213 to 386) in the amount of equalized mills required during FY 78.[24] Appendix VII lists the 1980 municipal, school and county taxes assessed in Cumberland County.

The situation was not a bright one for taxpayers in 1980. Seven of the nine school districts announced that millage rates would be increased for the 1980 fiscal year. Only two districts--Cumberland Valley and Big Spring--were able to hold the line on taxes. However, budgets increased in *all* districts.

In order to restrain budgets and tax increases as much as possible, school districts have been forced to seek economies. The taxpaying public has demanded such economies, especially in the face of decreasing enrollments. Unfortunately, not everyone can agree on specific economies--a situation which has created agonizing problems for school administrators and school boards.

One of the difficulties in trying to determine where to economize is that many programs have been mandated by federal and state governments, giving the districts no choice in some programs, e.g., busing of some parochial and private school students and various programs for exceptional children.

Another problem is that many necessary items are very costly and are being made more so by continuing double-digit inflation. For example, teaching staff salaries in just one district during FY 1980 amounted to $2.3 million. Raises required by contract and necessitated by inflation will add nearly $700,000 to that figure during the next fiscal year. There are fixed charges such as retirement contributions, social security, workman's compensation, and employee insurance which must be added to the figures discussed. The busing of students and heating of buildings have been victims of skyrocketing fuel costs.

So, where to cut costs??? Perhaps the least controversial method is by increasing the energy efficiency of school and administrative buildings. Many of the districts have taken commendable steps to reduce energy costs. These cost-cutting programs are expected to continue over the next couple of years. Cutting administrative staffs and budgets may be appropriate for some districts, but not for others. In any event, such cuts are seldom recommended by school administrators and school boards; they are even less seldom enacted. Somewhat more controversial is reduction of teachers in line with decreased enrollments. This has not been possible in all cases, because of protests by teachers' unions and parents and because district enrollment decreases are often scattered among grades and schools within a particular district. Some teachers who have been suspended subsequently have been rehired. A third means of cost-cutting--perhaps the most controversial--is the closing of schools and transfer of students to other schools in the district. Several buildings were closed during the past two years. Other proposed closing have been opposed very strongly by parents, resulting in the schools remaining open.

An alternative to cost cutting is deferment or cancellation of planned facilities or programs. For example, plans for a $2.4 million renovation of South Middleton Middle School were canceled late in 1980 because residents of the district would have faced a 20-mill tax increase to pay for the work. While less painful than cutting costs for items in being, this method leaves a school district with certain shortcomings in programs, personnel, or facilities and creates the unpleasant prospect of higher costs should expenditures for a deferred or canceled item be reallocated in the future.

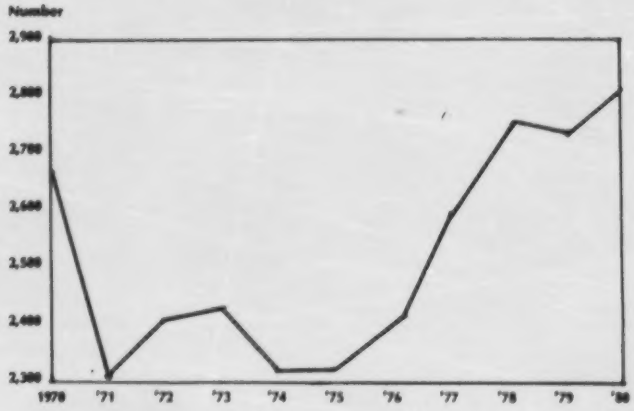
PRIVATE SCHOOLS

All but one of the private schools in the county teaching kindergarten through 12th grade are parochial schools, e.g., sponsored by religious bodies. The non-parochial school is the Harrisburg-Academy.

There are about 2,600 private school students--7 per cent of the total student body in the county.[25] Two thirds of these students are at the elementary level. Table 9.3 lists the private schools, giving their locations and grades.

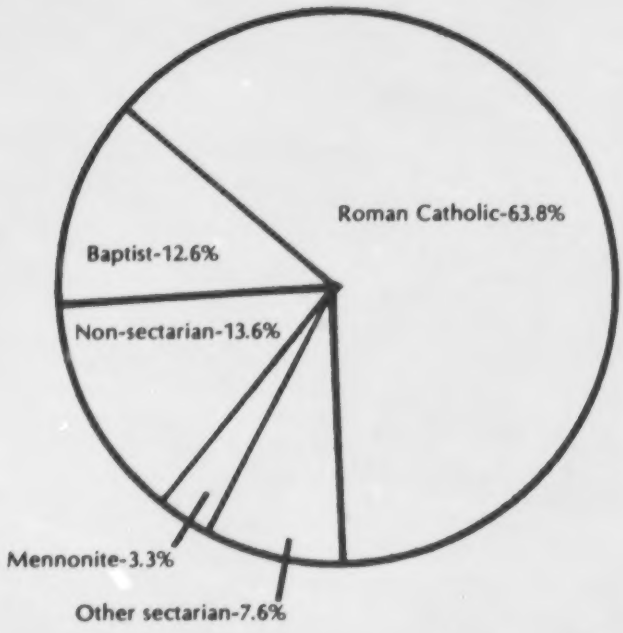
TABLE 9.3
PRIVATE SCHOOLS IN CUMBERLAND COUNTY, 1980

School	Location	Grades
St. Patrick	Carlisle	1-8
Fair Oaks Seventh Day Adventist	Carlisle	1-8
Christian School of Grace Baptist Church	Carlisle	K-8
St. Joseph Elem.	Mechanicsburg	K-8
Trinity High	Shiremanstown	9-12
Bible Baptist	Shiremanstown	K-12
Harrisburg Academy	East Pennsboro Twp.	K-12
Bethany Christian Academy	Camp Hill	K-12



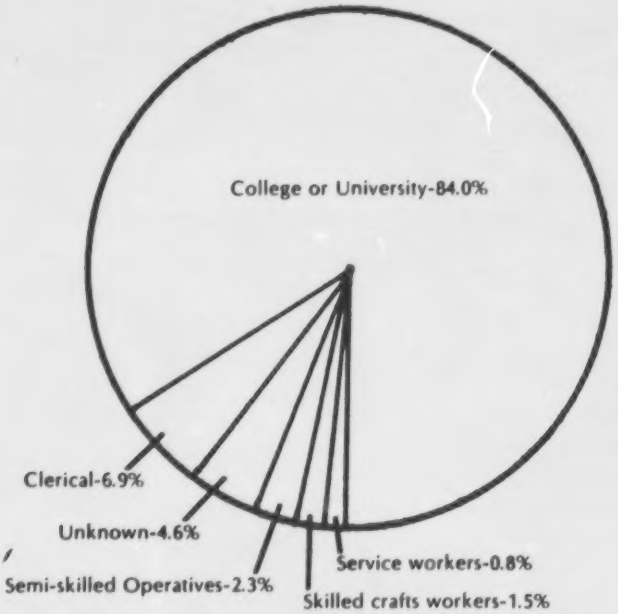
Graph 9.6.--Total Annual Private School Enrollments, Cumberland County, 1970-71 through 1980-81 School Years.

Source: Pennsylvania Department of Education, Division of Education Statistics.



Graph 9.5.--Private School Enrollment by Type of Affiliation, Cumberland County, 1978-79.

Source: Pennsylvania Department of Education, Division of Educational Statistics, Bureau of Information Systems, *Statistical Report of the Secretary of Education: Statistical Report Series No. 26 for the School Year Ending June 30, 1979*, pp. 15-16.



Graph 9-7.--Distribution of Private School Graduates by Activity, Cumberland County, 1979 Graduates.

Source: Pennsylvania Department of Education, Division of Educational Statistics, Bureau of Information Systems, *Statistical Report of the Secretary of Education: Statistical Report Series No. 26 for the School Year Ending June 30, 1979*, pp. 30-1.

Although private schools have seen their enrollments rise in recent years, they, like the public schools, have to grapple with rising costs brought about by inflation. Their funding problems are made somewhat more difficult by the fact that parents of private school children bear the financial burden of sending their children to these schools while still paying taxes for public school systems.

PRE-SCHOOL PROGRAMS

There are at least fifteen nursery schools, (often called learning centers) and day care centers in the county, all but two of which are in the eastern half of the county. Some are private, others are public; some are secular, others are non-secular; some are run for profit, others are on a non-profit basis.

The county's only Head Start Program is at Shippensburg State College. Children between the ages of three and five whose families meet certain low income guidelines are eligible for this program.

TABLE 9.4
POSTSECONDARY INSTITUTIONS IN CUMBERLAND COUNTY, 1980

Name	Location	Classification	Enrollments[a]	Degrees Conferred[b]
Dickinson College	Carlisle	Private college	1,650	383 (BA, BS)
Dickinson Law School	Carlisle	Private, state-aided	450	162 (JD, MCL)
Messiah College	Grantham	Private college	1,200	204 (BA, BS)
Central Pennsylvania Business School	Summerdale	Proprietary school	760	250 (AA)
Shippensburg State College	Shippensburg	State college	5,800	1,265 (all types below doctorate)

[a]As of Sept., 1980. Figures include full-time, part-time, and continuing education students.
[b]Figures are for the academic year ending June, 1980.

POSTSECONDARY EDUCATION

There are eleven institutions of higher learning within an hour's drive of Carlisle.[26] Five of these are in the county. Table 9.4 lists those in the county, their locations, approximate enrollments, and the number of degrees conferred.

Each of these schools except Dickinson Law School offers a very wide range of majors. The largest number of degree programs is at Shippensburg State College, which offers masters degrees in thirty-nine areas (the most recent of which is computer science) and bachelors degrees in nearly seventy-five majors.

Postsecondary institutions have not escaped the inflationary pressures impinging so strongly on the programs of other schools in the county. Those receiving state funds often have to battle the legislature to maintain present levels of funding, much less to receive increased funding. Those dependent upon private sources have had to raise tuition each year to keep pace with inflation. Both types of schools have on-going fund-raising programs to seek donations from parents, alumni, and other benefactors.

Fortunately, the postsecondary schools have not been bothered by seriously declining enrollments in recent years. On the contrary, most either have maintained enrollment levels or have steadily increased enrollments during the past few years. This is partly due to the fact that local schools have been successful in enrolling more women and older adults of both sexes.

Apparently, the struggle for funds has not been in vain. Most of the county's postsecondary schools have recently undergone expansion of facilities and programs, have facilities currently under construction, or have firm plans for facilities to be built in the near future. Messiah College has perhaps the most ambitious expansion program underway. Its FY 1980 budget of $8.9 million was 12.7 per cent over the previous year's spending plan. It is currently building a $1.7 million dormitory and has recently awarded a contract to a Carlisle firm to construct a $3.6 million Fine Arts Center. Shippensburg State College has received $5 million from the state for renovation of its administration building ($4.3 million) and increasing heating plant capacity ($.7 million). However, the largest single college facility recently constructed in the county is Dickinson College's $5 million Kline Life/Sport Learning Center.

Nationwide, the number of students going to college is expected to peak during the 1981-82 school year and then decrease slightly through the decade. What effect this will have on the county's postsecondary institutions remains to be seen. At the least, they will have to recruit new markets: the elderly, minority groups, adults looking for new careers, and persons desiring job training programs.

The county's postsecondary schools have a positive cultural and economic impact on the municipalities in which they are located--and in some cases on the county as a whole. They are a source of civic pride. "Town-gown" relationships are generally good: there are joint programs and projects involving the schools and the municipalities in which they are located; many faculty members are involved in local civic and social organizations; local citizens are often invited to school functions; the schools purchase large quantities of supplies and many services from local businesses; and conflicts between students and townspeople are minimal.

OTHER EDUCATION PROGRAMS

Following are other education programs offered throughout the county:

1. School districts and colleges offer a vast array of adult education/continuing education programs.[27]

2. Many parks and recreation departments offer courses for adults and young people at various times all during the year.

3. Human service and health care agencies conduct courses for the general public as well as their clients.

4. The Penn State Cooperative Extension Service offers a variety of courses for homemakers and farmers.

5. The Kings Gap Environmental Education Center at Huntsdale conducts environmental education programs free of charge to the public. Many of the programs are designed specifically for public school classes.

6. Several public service and other organizations conduct classes for the general public on such subjects as boating safety, hunting safety, fire protection, and home security.

7. Each summer, Shippensburg State College conducts a seven-week Pre-College Experience Program (PREP) designed to lead academically or economically disadvantaged students from all over Pennsylvania smoothly into the nature and pace of college life. Major emphasis is placed on improving academic and study skills through instruction and tests to measure various strengths and weaknesses of the students.[28]

8. Many professional and semi-professional organizations conduct courses for their members and are not open to the general public. Examples of such courses are those designed for teachers, firemen, and policemen.

*****

The educational system as a whole in Cumberland County may be considered above average in terms of financing, dedication of administrators and teachers, the scope of subjects taught, and the effectiveness of teaching methods. This is true regardless of the level of education. The system is not geared overall to produce a highly "intellectual" atmosphere such as may be found in places liek Princeton, New Jersey, Charlottesville, Virginia, or certain areas in eastern Massachusetts. It is geared toward producing students who can function well in their communities on a practical level.

What effects changes in lifestyles are having on the educational process are only beginning to be determined (see Chapter XIV for an example). Detailed studies need to be made within the county concerning the effects of changing family structures, adaptation of modern technology to education, acceptance of drug/alochol use by youth, and changing sexual mores.

FOOTNOTES

[1]Some ministers were involved in earning a living full-time in another occupation. They performed their ministerial duties either as volunteers or on a poorly paid basis.

[2]Wing, p. 151.

[3]*Ibid.*, pp. 103-6, 150-1; Bates, pp. 198-200. Not long after its founding, Dickinson College began attracting students not only from Cumberland County, but from elsewhere in Pennsylvania and the nation. Its graduates during its first 100 years included a U.S. President, state governors and lieutenant governors, federal and state cabinet officers, federal and state legislators, a U.S. Supreme Court justice, and judges at all other levels of the judiciary.

[4]Conway Hall operated until early in the 20th century, except for a brief period from 1869 to 1877.

[5]Cumberland County Historical Society, *Two Hundred Years in Cumberland County*, pp. 344-5.

[6]Separate schools were established for Negro ("colored") children at that time. They were operated at one time or another in Carlisle, Mechanicsburg, and Shippensburg.

[7]Rupp, p. 448. By 1889, costs had increased considerably. Average teacher salaries ranged from $35 to $60 per month. The total amount expended for public education by the Carlisle School District that year--$13,368--was nearly as much as had been spent in the entire county half a century earlier. Article, *Evening Sentinel*, July 4, 1889; Article, *Evening Sentinel*, July 8, 1889.

[8]This school operated under several names during its existence. Bates, p. 198.

[9]Cumberland County Historical Society, *Two Hundred Years in Cumberland County*, pp. 181-2. Irving College closed in 1929.

[10]*Official Sourvenir Book of Cumberland Fire Company Centennial Celebration and Old Home Week, Carlisle, Pa., August 22 - 28, 1909* (Carlisle, Pa.: U.S. Lease, 1909), pp. 24. 43.

[11]Bates, pp. 205-6.

[12]The college today houses the Little Red School House (the Mount Jackson School), a one-room schoolhouse which originally stood on a site north of Newburg. The schoolhouse, built in 1865 and in use until 1954, serves as a museum and a monument to a bygone era of education.

[13]*Official Souvenir Book of Cumberland Fire Company Centennial Celebration*, pp. 24, 43.

[14]*Ibid.*, pp. 23-4; Bates, p. 201-2.

[15]The Carlisle School District does not participate in Vo-Tech, because it has its own vocational and technical courses.

[16]Pennsylvania Economy League, "Public School Enrollment Trends and Forecasts: Cumberland County 1973-74 to 1985-86," *PEL Comment*, June, 1980.

[17]Article, *Information Legislative Service* (Pennsylvania School Board Association), May 2, 1980, p. 12.

[18]*Ibid.*

[19]Pennsylvania Economy League, "Public School Enrollment Trends and Forecasts," *PEL Comment*, June, 1980, p. 1.

[20]Cumberland Valley, South Middleton, West Shore, and Carlisle School Districts operate summer school programs. Those of Cumberland Valley and South Middleton are remedial; those at West Shore and Carlisle consist of remedial and enrichment courses. Attendance during the 1980 summer school programs was as follows:

Cumberland Valley	346
South Middleton	98
West Shore	359
Carlisle	604
Total -	1,407

[21]A program located in New Kingston which offers remedial services, counseling, and help in developing study habits, but which gives no academic work.

[22]Pennsylvania Department of Commerce, *1980 Pennsylvania Abstract*, p. 157.

[23]One school district's pupil transportation costs exceeded $1 million during the 1980-81 school year.

[24]The percentage of real estate value assessed often varies from one political jurisdiction to another. For example, assessment may be at 20 per cent of market value in one political entity, but 50 per cent in a neighboring area. When comparing millage rates among various governmental jurisdictions, some method must be used to equalize mills in order to obtain a valid comparison. The value given the equalized mill in Pennsylvania is the dollar yield per 1/1,000 of the total market value in the school district.

[25]The percentage of private school students in all of Pennsylvania is 15 per cent. Article, *The Patriot*, Oct. 5, 1980.

[26]The U.S. Army War College is not included in this section, because it is a specialized institution not open to the general public.

[27]Shippensburg State College and Messiah College participate in the Elderhostel program, designed for persons 60 years of age and older. It is a low-cost, one-week, college-level residential program held during the summer. The non-credit courses, taught by regular faculty members, are designed to be not only intellectually stimulating, but non-threatening in nature, i.e., no examinations, no grades, no homework, and no high school or college diploma or degree requirements for participation.

[28]SSC's PREP program during the summer of 1980 drew 119 students, the highest number in the program's ten-year history at the school. The number of students from major metropolitan areas of the state has declined, with more students coming into the program from small towns and rural areas of southcentral Pennsylvania. During the 1980 program, 37 per cent were from southcentral Pennsylvania, 39 per cent of which were non-minority students.

CHAPTER X

THE ECONOMY

A BRIEF HISTORY

Until the 20th century, agriculture was the key element in the county's economy. At no time, though, since the middle of the 18th century have the other elements of the economy been ignored.

The earliest commerce was based on trade with Indians and furnishing food and basic supplies for settlers--those who remained in the county as well as those who traveled westward. Transportation facilities and related facilities and services were the first significant segment of the economy to be developed other than agriculture. Several profitable ferries operated across the Susquehanna River. Inns, taverns, hotels, blacksmiths, wagon repair shops, and general goods stores were located throughout the county by the beginning of the 19th century. Soon, agricultural products were being carried eastward as far as Philadelphia and southward to Baltimore via the growing transportation network.

The earliest industrial establishments were those related to iron manufacturing. Forges and furnaces were built as early as 1750 to take advantage of newly discovered iron deposits. By 1800, eight were in operation in various parts of the county. More would open within the next twenty years. None were large by modern standards, but they provided a modest amount of employment, capital for future enterprises, and considerable community pride.[1] In Upper Allen Township alone, as many as fifty kilns were in operation by the late 19th century.[2] Unfortunately, ore beds were limited in the amount and kinds of ore which could be extracted profitably. Also, large amounts of timber--200 to 250 acres per furnace per year--were needed to make charcoal to fuel the furnaces, but the supply of readily available timber was limited. The county's forges and furnaces gradually closed down throughout the century.[3] The last of them banked its fires for the final time well before World War I.

Commercial facilities which derived directly from agriculture were also very important to the county's economy during much of the 1700s and throughout the 1800s. Many mills were in operation, taking advantage of water power from excellent streams. Whiskey distilleries proliferated throughout the county, especially during the first half of the 19th century.[4] There were also several breweries. Most of the mills and all of the distilleries and breweries would go the way of the forges and furnaces by the beginning of the 20th century.

Forest products contributed to the economy beginning in the late 18th and early 19th centuries. Timber was cut and shipped, many lumber mills provided wood for the building of many new structures, and paper mills went into operation. The lack of sufficient timber and competition from elsewhere in the U.S. gradually put a halt to timber operations. Lumber mills remained, although in much smaller numbers, up to the present. Paper mills are still in operation in the Mt. Holly Springs area.

Nature provided another useful produce: ice. Ice cutting operations continued for about fifty years on Laurel Lake, providing large quantities of ice year-round for much of the county.[5]

By the middle of the 19th century, the economy was becoming increasingly diversified. Many small commercial establishments offered a variety of products and services. Some kinds of businesses disappeared with changes in technology and lifestyles: blacksmiths, coach makers, weavers, cigar makers, tanners, spinning-wheel manufacturers; and livery stables. Others common to modern times were present then: stone-cutters, locksmiths, tailors, apothecaries (druggists), shoe repairmen, and a great variety of construction trades, to mention only a few.[6]

Mechanicsburg--as its name implies--was an important industrial town by 1850. It had by far the largest number of industries in the county. Among the most important were those manufacturing agricultural implements, carriages, wagons, wagon wheels and spokes, boots and shoes, and bricks.[7] Its products were being exported not only throughout the U.S., but overseas as well. At the time, Mechanicsburg was one of the most prosperous towns of its size in Pennsylvania.[8]

The creation of public utilities for the distribution of gas and electricity greatly enhanced opportunities for establishment of commercial enterprises in all parts of the county. Utilities provided light, heat, and power in previously undreamed of quantities for undreamed of uses, leading the way to an even more diversified economy. They contributed as well to the enhancement of agricultural production.

Plants opened for the manufacture of shoes, clothing, carpets, rugs, railroad cars, and railroad switches. Many got laons for construction, working capital, and expansion from the new banks and savings and loan institutions which opened during the period.

Following the tradition of earlier wagon and carriage makers, an automobile manufacturing plant opened in New Cumberland in 1910. Unlike its predecessors, the new Wright Motor Car could not match its competitors. The company went out of business within a few years.[9]

The coming years saw a generally steady increase in the number of industrial, retail, wholesale, service, and financial institutions, and a steady increase in agricultural production. The growth was especially spurred by the two World Wars and only temporarily held in check by the Great Depression and several briefer recessions. Increasing diversification helped Cumberland County weather dips in business cycles with relatively little discomfort. Although certain businesses or industries may have suffered during difficult economic periods (e.g., the housing industry in 1980), the overall climate remained healthy.

STRUCTURE OF THE PRESENT-DAY ECONOMY

The county's strategic location as a distribution center contributes significantly to the general economy. The transportation system continues to be a key element in the economy, serving not only as a conduit for goods, but also as a magnet for orders for items produced in the county. It also has attracted related services (restaurants, garages, service stations, and motels) in increasing numbers, thereby providing additional money and jobs for the area.

The county has a dual economic base: agriculture and commercial. Each of these two main segments is further diversified. Agriculture is based on crops and dairy products. The commercial sector contains a wide variety of industrial, retail, wholesale, and service establishments. There is little heavy industry, but there is a large number of light industries, especially in the eastern half of the county. Nearly all industrial growth in the past two years has occurred in the West Shore, along Rt. 11 between that area and Carlisle, and in the Shippensburg area. Retail and service establishments are located throughout the county, but are especially clustered in boroughs, in shopping malls, and along major roads and streets. Most retail stores are small, with no more than a few employees in addition to the owner or manager. The larger retail establishments are nearly all part of chains.

Industrialization and the development of commercial areas has gradually moved from a few areas in the eastern portion of the county and around Carlisle to encompass much of the eastern half of the county and sections in and around Shippensburg. Commercial/industrial areas have expanded, especially among major transportation arteries, gradually overtaking farmland.

Growth of commercial areas has markedly affected several segments of the community, such as the transportation system, housing, and taxes. Traffic has increased greatly in areas with high commercial density and along arteries leading to those areas. Increased traffic often has resulted in widening of roads and installation of traffic signals and traffic control signs. Housing has been affected by the rezoning of certain areas from residential single-family housing to commercial or industrial districts. Many single dwelling units along major roads (Rt. 11 between Carlisle and Camp Hill is an excellent example) were either converted to commercial use or removed. Little new housing has been built specifically as a result of newly created commercial centers; most houses near them were already in place or were constructed for reasons not directly related to the availability of the commercial facilities. The new commercial areas have increased the tax base considerably, providing a boon to all of the county's citizens. On the other hand, when a shopping center (such as the Camp Hill Shopping Mall) loses many businesses or when other large businesses close, the tax loss is felt keenly by the municipality or school district. Few municipalities or school districts have so many commercial or industrial establishments contributing to the tax base that the loss can be absorbed easily.

Downtown districts of boroughs are for the most part economically sluggish at best. Some, like that of Carlisle, have been losing businesses to an alarming degree during the past five or six years. Many downtown businesses either moved to shopping malls or closed altogether.

Nearly all of the malls are located in the West Shore or Carlisle. Most have a good-to-excellent business climate. However, one mall in the West Shore has closed and the Camp Hill Shopping Mall has had one store after another close during the past several years. Those which are economically sound attract customers from throughout the county and from adjacent counties. In addition to providing goods and services, the malls serve as entertainment centers, with movie theaters, restaurants, art/craft/antique shows, and other special activities. They do little, though, to increase local consciousness and community spirit--something which downtown areas did in the past and for which they still have a potential.

Products of the county's economy go well beyond its borders. Agricultural products are sold extensively in the regional market, but are also distributed nationwide and worldwide. The international market for the county's manufactured products is small, but steadily growing.[10]

The county's economy has not been affected significantly by current international trade developments or trends, either for outgoing or incoming products. Current oil price problems have affected somewhat adversely the trucking industry and some businesses which service it (for example, restaurants catering to truck drivers). These problems have not been of such magnitude, though, to create more than moderate interest in the use of energy alternatives such as solar energy, windmills and gasohol.

Neither is the general economy affected by seasonal factors. While many businesses do have sales changes affected by such factors and farmers are guided by them, the economy is so diversified that no season has an impact on the overall economic situation.

The county's farmers and business people are receptive for the most part to innovations in technology and methods. Expanding markets created by population growth and demands for improved living standards have necessitated modernization of equipment, facilities, and

procedures. New facilities have been built using many recent developments in techniques and equipment. Computerization has become accepted increasingly during the past two years. New kinds of business reflecting changes in technology and lifestyle are slowly introduced.[11] Yet, innovations have to be tried elsewhere first and proved useful before they are tried locally. The introduction of new technology or concepts in the county has generally kept pace with demand, but usually has not led the way. Local innovation has seldom created demand.

This underlying conservatism in the business community is detrimental when normal caution and prudence are exceeded. It then becomes a hindrance which prevents business from reaching its potential. This conservatism is most characteristic of the older, small retail establishments. They are slow to adopt modern (not necessarily modernistic) concepts of store design, product display, and promotional methods. Many, especially in the downtown areas, are open only from 10 A.M. to 5 P.M. A few close for lunch or for one afternoon a week or one day a week. Many repair services (plumbing, electrical, TV, etc.) are closed on Saturday and Sunday. Sunday openings are not common among retail stores--even large modern ones--although Sunday business hours are more accepted now than five years ago.

Changes in population and technology and the actual and potential effects of those changes on the county's economy are matters of continuing interest for various organizations of business persons and farmers. Small, locally-owned enterprises have been hard-pressed to keep up with and compete with those which have adopted the new technology. Industrial Development Authorities, Chambers of Commerce, merchants associations, professional association, and other similar groups are very much concerned with the need to keep the economy viable in the face of such changes.

New technology has not disrupted local society. It has, however, brought about the need for a better educated populace which can work with, use--not abuse--and benefit from the technology.

FINANCIAL INSTITUTIONS

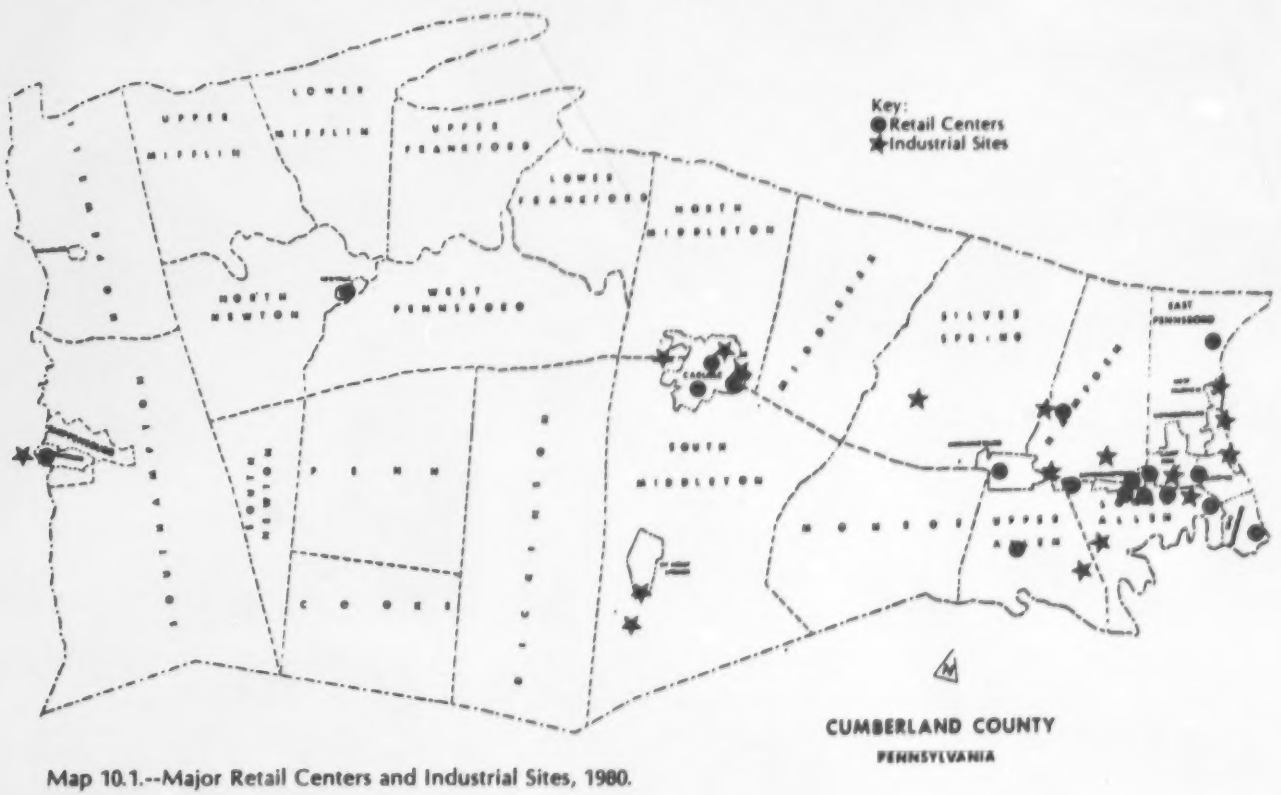
The county's economy provides fertile soil for the growth of financial institutions. There are approximately 100 banking facilities in the county (national banks, savings banks, savings and loan associations, credit unions, etc.), with several new ones opening each year. About half of these are finance companies and loan companies offering personal and business loans. All of the finance companies and all but one of the loan companies are in the eastern half of the county (the one loan company being in Shippensburg). There are no pawnbrokers in the county; the nearest are in Harrisburg and Chambersburg.

INDUSTRY

The county has little heavy industry, but does have a large amount of light industry. This segment of the economy has grown rapidly in terms of new establishments and value of production generated during the past three years. Some significant characteristics of the county's industries are:

1. The county has a favorable industrial mix: of the twenty manufacturing categories defined by the Federal Office of Management and Budget, all except tobacco manufacturers are represented.[12]

2. The county has no energy-related facilities such as oil refineries, coal mines, or electricity generating plants.



Map 10.1.--Major Retail Centers and Industrial Sites, 1980.

3. Some of the industrial concerns are locally owned; others are branches with ownership and top management outside the county.

4. The industrial establishments are clustered around certain areas as shown on Map 10.1. Large areas of land zoned for industry remain to be developed.[1]

5. There are at least half-a-dozen industrial parks with a total acreage of approximately 1,000 acres. Most are privately owned.

6. Approximately 180 manufacturing concerns are located in the county.

The only industrial concerns employing more than 1,000 persons are C. H. Masland & Sons (carpets) and Carlisle Tire & Rubber, both of Carlisle. Industries with individual establishments employing twenty-five or more persons are:

Animal feed
Articicial flowers*
Bakery products
Carpets
Children's clothing
Concrete products
Dresses
Electrical equipment and accessories
Equipment manufacturing (construction, conveying, pumping)
Footwear
Grain and cereal products
Iron and steel products
Paper mills and paper products
Publishing and printing
Railroad and street cars*
Soft drinks
Tires

*Only one major company in the county.

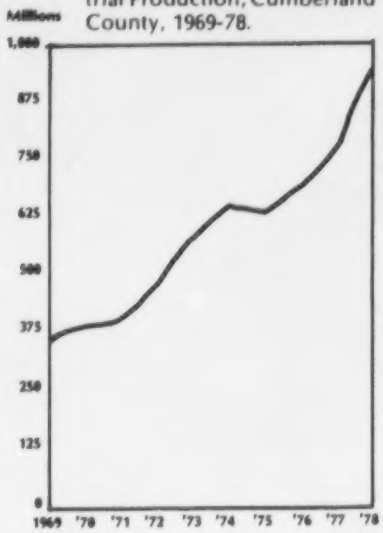
TABLE 10.1
DISTRIBUTION OF EMPLOYMENT IN MAJOR INDUSTRY GROUPS, CUMBERLAND COUNTY, 1979 (Percentages)

Industry Group	Per Cent
Electrical machinery, equipment, & supplies	21.2
Stone, clay, glass, & concrete products	11.1
Textile mill products	10.6
Food & kindred products	9.0
Rubber & misc. plastic products	9.0
Primary metal industries	8.3
Paper & allied products	5.9
Machinery except electrical	5.3
Leather & leather products	5.3
Printing, publishing, & allied products	4.4
Apparel & related products	3.7
Fabricated metal products	3.4
Miscellaneous	2.6

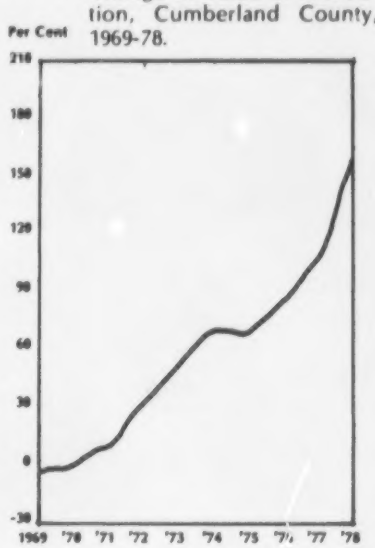
Source: Pennsylvania Department of Commerce, Bureau of Statistics, Research & Planning, *1980 Pennsylvania Statistical Abstract*, 22nd ed. (Harrisburg: Pennsylvania Department of Commerce, [1980], pp. 99-100.

The following graphs show the value of industrial production from 1969 to 1978 and the percentage change in the value during the same period.

Graph 10.1.--Value of Industrial Production, Cumberland County, 1969-78.



Graph 10.2.--Percentage Change in Value of Production, Cumberland County, 1969-78.



Source: Pennsylvania Department of Commerce, Bureau of Statistics, Research and Planning, *1979 Pennsylvania County Industrial Report: Cumberland County*, Pennsylvania Industrial Census Release Number M-5-78 (Harrisburg: Bureau of Statistics, Research and Planning), p. 12.

TRANSPORTATION, COMMUNICATION, PUBLIC UTILITIES

The transportation industry is one of the key segments of the county's economy--not public transportation, which employs few people, but private transportation companies, i.e., common carriers. There are more than thirty trucking terminals in the county, with several new ones added each year. (See Chapter IV for a more detailed discussion of the transportation industry.)

Communications (radio, television, newspaper, etc.) is not a major employer nor is much growth anticipated within the foreseeable future. *The Evening Sentinel* is the largest single employer in this field. Other communications facilities provide employment for only a relatively few employees each.

Public utilities have grown steadily over the years, keeping pace with growth in the population and standard of living. As demand for services increased, utilities expanded their networks and the kinds of services available. Electric power is supplied by four companies: Pennsylvania Power & Light, Pennsylvania Electric, Metropolitan Edison, and Adams Electric. Water is supplied by the Mechanicsburg Water Co., Riverton Consolidated Water Co., and by the boroughs in Carlisle and Shippensburg. Gas service is provided for the area by UGI Corporation and the Shippensburg Gas Company.

WHOLESALE & RETAIL GOODS AND SERVICES

This category includes wholesale and retail trade, contract construction, and services. The diversity of companies is much greater than those in the manufacturing sector. This report gives certain generalizations which may help to provide an aggregate picture of this vital segment of the economy.

Graph 10.3.--Distribution of Wholesale & Retail Goods and Services Establishments, Cumberland County, 1977.

Sources: Pennsylvania Department of Commerce, Bureau of Statistics, Research and Planning, *1979 Pennsylvania County Industrial Report: Cumberland County*, p. 11; Pennsylvania Department of Commerce, Bureau of Statistics, Research and Planning, *1980 Pennsylvania Statistical Abstract*, pp. 68, 73, 79.

As in the manufacturing sector, many--perhaps an increasing number--of wholesale and retail businesses are not locally owned. They are parts of regional and national chains.[14] While these may not comprise the greatest number of businesses, they appear to include most of the larger establishments, particularly those which were built during the past few years. Many chain stores make up most of the businesses located in the county's eleven shopping malls, all of which are in the West Shore area or Carlisle. Few have entered the traditional downtown areas of boroughs. Those which did so in past years later relocated in the malls.

The services category has unquestionably increased in size due to large increases in the numbers of restaurants, personal services, business services, and amusement and recreation services during the past five years.

The growth of restaurant services in the county has been especially strong during the past three years, primarily as a result of an influx of fast food franchises: McDonalds, Kentucky Fried Chicken, Arby's, Wendy's, Rax, Roy Rogers, Ponderosa, Bonanza, and Hardee's, just to mention some. Fast food operations have proliferated mostly in the eastern half of the county and in Shippensburg. Few if any are located between the Carlisle area and the Shippensburg area.

Other types of restaurants have also opened. While most of these have been in the eastern half of the county, several have opened in the western portion. Any enumeration of restaurants would be difficult, because the business is not on the whole a stable one. In 1979 alone, forty restaurants changed ownership--some more than once--just in the areas of the county where food service operations are monitored by the Department of Environmental Resources, i.e., exclusive of Upper Allen Township, Mechanicsburg, New Cumberland, Lemoyne, and Camp Hill.[15]

Much of the services industry has benefited from the growth of tourism in the county. According to the U.S. Travel Data Center and the Cumberland County Tourist Council, travelers spent more than $100 million in the county during 1978, placing it twelfth highest for this factor among all counties in the state.[16]

The steady growth in housing and the number and size of commercial establishments has been a boon to the construction industry. Although construction of new housing has slowed somewhat during the past two years due to problems with high interest rates, construction in other areas continued at a high level. Large contracts have been awarded to local firms for various bridge, road, and highway improvement projects, particularly in the West Shore and Carlisle areas. New construction and improvements by public schools and college have been handled for the most part by local firms. For example, more than two-thirds of the contractors which erected and finished the $5 million Kline Life/Sports Learning Center at Dickinson College are headquartered within twenty-five miles of Carlisle. Large new commercial structures such as IBM's multi-million dollar facility in New Kingston have been built largely by local firms.

The recent slowdown in new housing construction has contributed somewhat to the growth in businesses

which are geared to smaller construction and improvement projects: lumber yards, hardware stores, and "home improvement centers." Nearly all of the lumber yards have been in business many years. Generally, they have been able to ride the ups and downs of business cycles without serious difficulty. Many new hardware stores, especially those in shopping malls, have joined the older ones in catering to the "do-it-yourselfer." Rather new to the county are several large home improvement centers--combination lumber yard, hardware store, garden shop, and home hobby center. Home improvement centers are either individual facilities or are part of large department stores.

The growth of gardening and landscaping is evident not only in the new home improvement centers, but also in plant nurseries and garden shops throughout the county. One such business--not the largest--claims to grow about 600,000 plants a year, about two-thirds of which are sold wholesale and the remainder retail.[17]

In recent years, there has been a noticeable increase in the number of businesses serving private individuals or other firms preferring to hire someone else's equipment, facilities, or labor to accomplish specific, usually short-term, tasks. These are the leasing firms which lease out heavy equipment, vehicles (trucks, cars, trailers), tools, common household items, storage rooms, and housecleaning services. For a variety of reasons there is room for growth in these types of businesses at least during the next several years.[18]

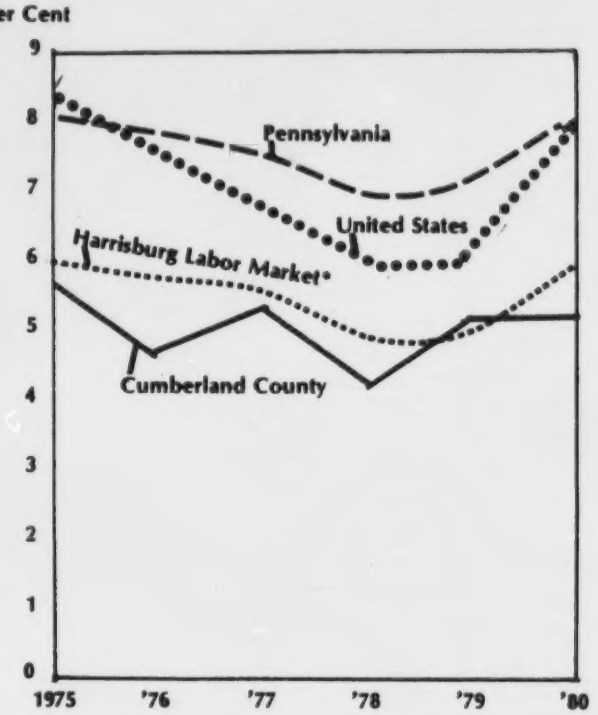
One more type of retail business must be mentioned here, because it is related to the primary purpose of this report, which is to assess the interests of Cumberland County's people so that the kinds and degree of library service can be determined accurately. That business is the one with the primary purpose of selling books.

The county's biggest book facility by far is the Book-of-the-Month Club, located in Upper Allen Township. All others are much smaller in size, sales volume, and number of employees. There are many printers in the county, but few equipped to print standard types of books. Very few publishers are located here. There are no antiquarian/rare book dealers; such books may be found occasionally at one or two bookstores in the Carlisle area or in some antique shops. There are few bookbinders in the county, none of which bind rare books.

The availability of regular bookstores is limited. There are only fourteen stores which go by the designation "bookstore." Of these, many have small selections, mostly paperbacks, as part of a stock which also includes greeting cards and gift items. Five are Christian bookstores. Eleven of the stores are located in Carlisle and Camp Hill; there is one each in Lemoyne, Shippensburg, and Middlesex Township.

EMPLOYMENT, LABOR RELATIONS, AND THE ECONOMIC CLIMATE

Employment. Employment in the county is high and has remained relatively stable during the past five years, even in the recent recessionary period. The fact that government is one of the largest employers contributes to this situation. The diversity of the county's economic base also contributes. As of October, 1980, the unemployment rate (not seasonally adjusted) for the county was 4.7 per cent--the lowest of any county in the state.[19] Graph 10.4 shows the annual average unemployment rate for Cumberland County, the Harrisburg Labor Market Area (Cumberland, Dauphin, and Perry Counties), Pennsylvania, and the U.S. from 1975 to 1980.



*Cumberland, Perry, and Dauphin Counties.

Graph 10.4.--Percentage of Total Civilian Labor Force Unemployed (Unemployment Rate), 1975-1980.

Sources: Pennsylvania Department of Labor and Industry, Office of Employment Security; U.S. Department of Labor.

Several characteristics of the county's employment situation stand out:

1. The work force is mobile. About 4,000 persons living in the county work in adjacent counties, primarily Dauphin, Franklin, and York, or in Maryland. A much smaller number who live in adjacent counties (especially Perry) work in Cumberland County.

2. Because jobs are relatively plentiful, there is high labor turnover, particularly in certain occupations such as retail trade, health care, and food service.

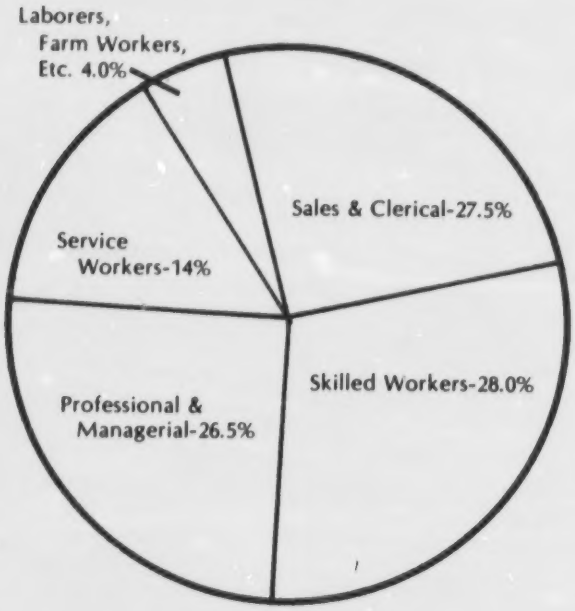
3. While there is competition among employers for employees--the Help Wanted ads in newspapers are an indication of this--there is no conflict in the means of securing a labor force, because the types of jobs and sources of labor are so diversified.

4. The effects of unemployment are greatly mitigated by unemployment compensation and other public welfare programs.

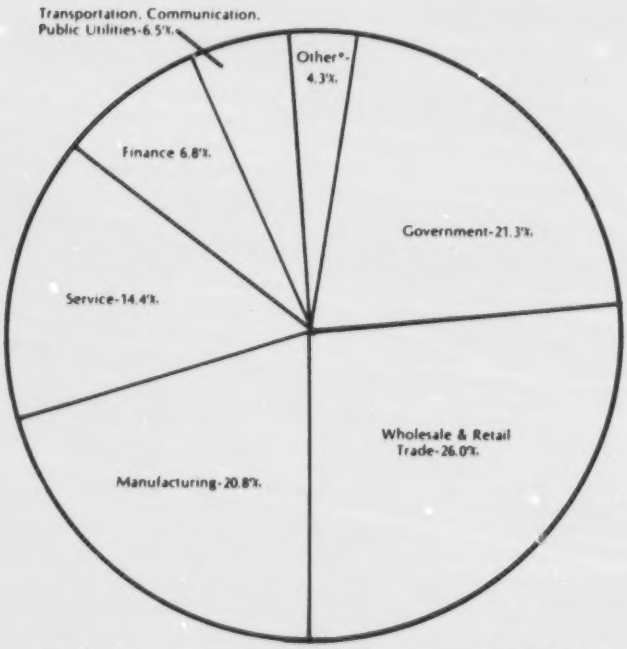
5. Many hard-to-place persons are helped in the job-seeking process by special public programs such as those provided by CETA (Comprehensive Employment and Training Act), the Opportunities Industrialization

Center, and the Center for Industrial Training (see Chapter VII).

The following graphs describe the employment picture from two other aspects. Graph 10.5 indicates the distribution of the labor force among professional, skilled, and unskilled workers. Graph 10.6 shows the distribution of employment among major occupational areas.[20]



Graph 10.5.--Percentage Distribution of Labor Force, Cumberland County, 1980 (est.).



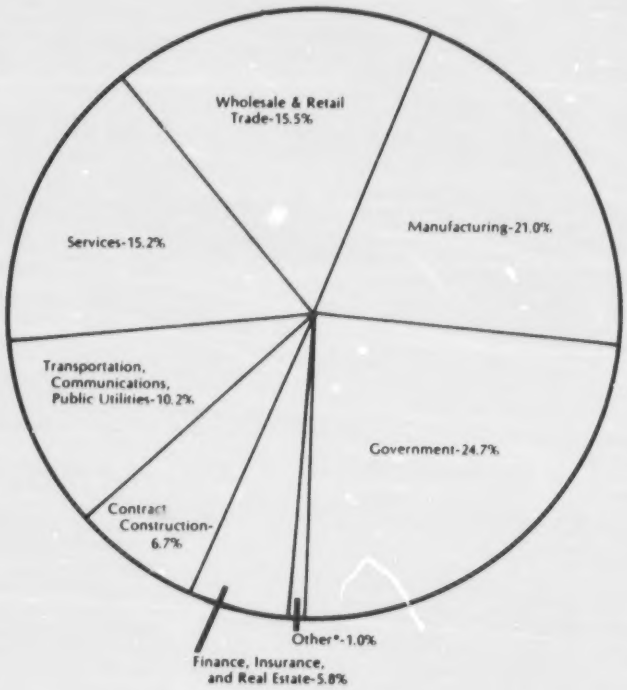
*Includes construction (4.0%), agriculture (0.2%), and mining (0.1%).

Graph 10.6.--Distribution of Employment among Major Occupational Areas, Cumberland County, 1979.

Source: See Footnote 20.

Any generalizations about wage rates would be very difficult and rather meaningless, because of the considerable diversity of employment categories. A study beyond the scope of this report would be needed to determine average wage rates among the various categories, comparing them with rates for similar occupations in various governmental entities, and comparing them over time, making adjustments for inflation. This author's personal observations (lacking any statistical validity) are that a great many retail, clerical, and service jobs pay at or less than the federal minimum wage and well below the wages paid in government and manufacturing.

Graph 10.7 shows the percentage distribution of personal earnings by major employment categories for 1977.



*Includes farming (0.7%) and others amounting to less than 0.3%.

Graph 10.7.--Distribution of Personal Earnings by Major Employment Categories, Cumberland County, 1977.

Source: Pennsylvania Department of Commerce, Bureau of Statistics, Research and Planning, *1979 Pennsylvania County Industrial Report: Cumberland County*, p. 8.

Labor relations. The county has not been free of management-labor conflict. On the other hand, it certainly could not be considered a strike-prone area. Labor relations are generally good. Strikes are infrequent and seldom create public unpleasantness. Most strikes are brief, often less than two or three weeks in duration. There have been only a few long-term strikes involving large numbers of employees of certain companies during the past several years.

There are several reasons for this relatively strife-free situation:

1. There is an underlying conservatism of much of

local management and local labor which creates a dislike of labor disruption or labor radicalism.

2. There are many non-union businesses, especially in the retail trade and service sectors.

3. During periods of economic slowdown, workers have been hesitant to take actions which could adversely affect their jobs.

4. Many businesses with large numbers of employees--generally in the manufacturing sector--provide their employees with adequate pay and fringe benefits, updating them to keep pace with inflation.

Economic climate. The following comments are generalizations about future prospects for employment during the next five years in selected occupations. The comments are based on indicated trends among all applicable data sources plus other research and observations by the author.

Agriculture:
Stable employment, but few jobs available.

Government:
Low turnover. Slight increase in the number of positions at all levels.

Manufacturing:
Low turnover in many businesses. Employment should increase barring a major economic setback.

Retail trade:
High turnover. The number of positions should remain relatively stable.

Transportation:
Increasing employment opportunities unless a severe fuel crisis causes shortages and/or sharp price increasing.

Health care:
Moderately high turnover, especially in nursing. Employment opportunities steadily increasing.

Teaching:
Declining opportunities at all levels for the next two or three years, but may turn upward after that for teachers of elementary grades.

Fodd service:
High turnover. Increasing opportunities (but not at the high rate of the past several years).

Business competition in the county is healthy. There is no excessive competition, there are no price wars. The diversified economy, generally stable economic climate, and conservatism of business people and consumers all contribute to this condition.

Strains currently placed on the economy are created by high inflation rates, high interest rates, high mortgage rates, and increasing fuel costs. Yet, the strains have not been severe nor uniformly felt. The effects have been spotty. For example, the transportation sector and related services have been hurt to a moderate degree. Real estate sales and construction of new homes have been sharply curtailed. Many small businesses and some large ones have been unable to expand their stock or facilities. Some small businesses and a few large chain stores (especially grocery and department stores) have closed because of an extended period of declining sales or lack of loan money at reasonable interest rates to carry them through a difficult period.

Recent business closings which seem to have hurt the most were the closing of Wilson Freight Company's Camp Hill terminal and its loss of 300 jobs, the bankruptcy of the Holiday West Motel in Upper Allen Township with the loss of sixty positions, and the closing of several stores in the Camp Hill Shopping Mall and in downtown Carlisle.[21] The closings in the Camp Hill Mall and in downtown Carlisle did not have their largest effect in loss of jobs, but rather in loss of convenience to shoppers, loss of potential customers for neighboring stores, and decreased tax revenues for municipalities in which the businesses were located.

Still, this has not been a period of severe recession. It has been more of a retrenchment as has happened during previously poor economic periods throughout the county's history. In fact, growth has not stopped. New houses are being constructed. There is a considerable amount of construction of new commercial facilities and expansion of established businesses. For example, IBM recently completed a multi-million-dollar distribution center in New Kingston (Silver Spring Township) which consolidated its Mechanicsburg and Harrisburg facilities. Dauphin Distribution Center also completed its large facility in New Kingston. Nearby, Arkansas-Best Freight System, Inc., opened a new $2.5 million truck terminal in Middlesex Township. Five new stores opened in the expanded Carlisle Plaza Mall. Shippensburg will soon see completion of two industrial plant expansions worth $6 million which are expected to create up to 120 new jobs. Berg Electronics moved into a building in East Pennsboro Township in 1980, bringing approximately 200 employees. The Crestline Plastic Pipe Company is building a $.3 million storage addition to its Hampden Township plant.

What of the county's two largest private-sector employers, Carlisle Tire & Rubber and C. H. Masland & Sons? During 1980, Carlisle Tire & Rubber laid off about eighty-five employees and cut another seventy positions through attrition. Yet, the company's ability to adjust to changing circumstances and its optimism about the future have resulted in its announcement of the start of an expansion project costing nearly $3 million, a project which will add more than eighty jobs. C. H. Masland and Sons had a more difficult time coping with economic conditions in 1980. It suffered financial losses due to the severity of the recession in markets upon which the company depends: automobiles, housing, and consumer durables. It was further hurt by an 11-day strike by 800 union workers at its Carlisle plant in April.

BUSINESS AND THE COMMUNITY

Relationships between the business and the public at large are generally quite good. Business has created very little social dislocation as a result of growth and expansion of its facilities. Businesses contribute heavily in taxes to support local government budgets and contribute heavily in the form of donations to public service agencies. They also provide a considerable contribution to recreation by donating money for parks and playgrounds and by sponsoring many athletic teams. Several local businesses also sponsor the county's only Junior Achievement companies, which are run by students at Carlisle Senior High School, who serve as managers, employees, and stockholders. The elderly also get meaningful support from businesses by means of the Senior Discount Services, a program by which

approximately 180 businesses throughout the county offer discounts to residents 60 years of age and over. The public reciprocates by acknowledging its recognition of businesses' contributions to the community and by demonstrating a high degree of trust in local businesses.

There are rare items of contention between business and the public. Most have centered around the public's attitudes about what kinds of business are appropriate for their neighborhoods. Pornographic theaters and "adult" bookstores have been pushed out of the county. Some neighborhoods have strongly resisted the possible incursion of fast food restaurants (although such objections have diminished considerably during the past few years). The proposed construction of a sports museum in Middlesex Township was successfully opposed five years ago.[22]

Relationships between business and local governments are also very good. Local governments recognize the importance of a healthy business climate to the future of the entire community. There are several stress points which are difficult to avoid, although they seldom are serious enough to be detrimental to more than a limited segment of the business sector:

1. Municipalities and authorities sometimes are not able to provide water or sewer lines in the manner or time period desired by some businesses which want to build new facilities or expand old ones. At times, this has canceled or delayed construction or has added additional expenses for alternate systems.

2. Businesses sometimes seek tax assessment reductions or seek to prevent assessment increases. Local governments have not been quick to approve such requests, although they have done so--often reluctantly.

3. Some municipalities have sought to invoke an additional category of tax--generalized or specific--on commercial enterprises. These efforts are usually strongly opposed by the potentially affected businesses, occasionally with success.

4. Zoning ordinances are normally strictly enforced; exceptions are granted sparingly by municipalities. These ordinances affect home occupations as well as large industrial concerns. Zoning has become a matter of increasing concern to citizens and local governments as the county's population and number of businesses have increased. However, there is ample room for expansion of industry and wholesale/retail trade even within present zoning restrictions.

AGRICULTURE

An agricultural census of 1838 described the county as having 284,000 acres of cleared land, about 57 per cent of which consisted of farms. There were 1,474 farms, averaging 110 acres in size. Most cropland was in wheat, rye, oats, barley, and corn. The livestock count included more than 47,000 swine and about the same total of cattle and sheep (the total being nearly evenly divided among the two), and more than 9,200 horses and mules. The number of poultry apparently seemed too large to be counted.[23]

As one would expect, the picture has changed. As of the beginning of 1979, there were 160,000 acres of farmland comprising 1,230 farms averaging about 145 acres each: more farmland, but fewer and larger farms than in 1838.[24] The decrease in the number of farms and the increase in the average size of farms has continued rather steadily during the past twenty-five years.[25] This trend is not unique to Cumberland County; it is shared throughout Pennsylvania.[26]

The county's primary crops are corn, corn sileage, and alfalfa hay, which support the major agricultural effort: dairy products. Secondary crops are wheat, barley, and oats. Fruits and vegetables form only a very small portion of the agricultural commodities produced in the county.

Swine no longer comprise the largest portion of farm animals as they did in 1838. As of January 1, 1979, there were 44,600 cattle, but only 16,400 hogs raised. The number of sheep had dwindled to 700.[27] The number of poultry was listed at a quarter of a million chickens and about 65,000 turkeys.[28]

Cumberland County is not the state's leading agricultural producer. Yet, it does rank highly in the production of some commodities:

TABLE 10.2

RANKINGS FOR SELECTED CUMBERLAND COUNTY COMMODITIES AND CASH FARM INCOME AMONG ALL PENNSYLVANIA COUNTIES, 1978/79

Item	Rank
Production (1979):	
Barley	4th
Wheat	6th
Milk	6th
Apples	7th
Corn for sileage	7th
Corn for grain	9th
Peaches	9th
Cash farm income (1978)	10th

Source: Pennsylvania Crop Reporting Service, *1979 Crop and Livestock Annual Summary* (Harrisburg: Pennsylvania Crop Reporting Service, [1980]), pp. 59-60.

The very high dairy and crop yields are a considerable source of pride in the county. Total agricultural production in 1980 amounted to more than $29 million ($25.4 million in field crops, vegetables, and fruits; $3.6 million in poultry meat and eggs).[29]

The farming segment of the community works extremely hard for each dollar it earns. Prices paid by farmers for nearly all items (fuel, feed, equipment, fertilizer, chicks, etc.) have increased nearly every year at least since 1965. Although prices received by farmers for their products have generally increased, some items such as chickens, eggs, hogs, hay, oats, and potatoes brought about the same prices in 1979 as they did in 1975.[30] Hired hands generally receive minimum wages or less for their labor (which averages about 37½ hours per week during the year).[31]

There are very few migrant workers employed in the county. Virtually all of them come to work in the orchards on a seasonal basis. Nearly all other farm employment involves family members or persons who live in the immediate vicinity of the farms.

To add to farmers' woes caused by ordinary financial problems, the weather did not cooperate in 1980. Lack of precipitation was serious, creating one of the worst droughts to hit the county during the past forty years. Cumberland County was one of twenty-four Pennsylvania counties to be declared federal disaster areas, enabling farmers to apply for U.S. government grants and low-interest loans. More than 250 farmers--mostly those growing corn, hay, and alfalfa--applied for such assistance.

Yet, the vagaries of weather are nothing new to local farmers. They cope as best they can and look forward to the good years, of which there are far more than bad ones. They also seek ways to improve the efficiency of their operations and cut costs by such means as adopting new methods of tillage--or even no tillage--thus reducing the use of fertilizers and fule. They, like other businesses, also adopt modern cost control procedures to more effectively monitor income, expenses, and investments.

Farmers also seek to promote their industry and improve their products through various organizations in the county. Although only two granges remain (in Mifflin Township and in Plainfield) of the many which were once so common, there are other organizations to take their place: Cumberland County Farmers' Association, Holstein-Friesian Association, the many chapters of the Cumberland County Society of Farm Women, the Dairy Herd Improvement Association, and the many groups of young people in such organizations as Young Farmers, Future Farmers of America, and 4-H Clubs.

FOOTNOTES

[1]In the Census of 1830, it was noted that the county's six furnaces produced 2,830 tons of cast iron. Its five forges and rolling mills made 2,150 tons of bar iron. Rupp, p. 367.

[2]Bates, p. 358.

[3]Historical Committee, Walnut Bottom Sesquicentennial, *Walnut Bottom Sesquicentennial 1819-1969*, pp. 10-12.

[4]The Census of 1830 listed 28 distilleries with a total production of 252,305 gallons of whiskey and three breweries, with a total production of 12,000 gallons of beer. Rupp, p. 371.

[5]Roger K. Todd, *A Cumberland County Album* (Carlisle: The Cumberland County Historical Society and The Hamilton Library Association, 1972), p. 25; Cumberland County Historical Association, *Two Hundred Years in Cumberland County* (Carlisle: The Hamilton Library and Historical Association of Cumberland County, 1951), p. 276.

[6]Bates, p. 237; Richard H. Steinmetz, *The West Shore Shopper's Heritage of the West Shore*, p. 19.

[7]"Long after the extensive use of wagons ceased in this valley, orders kept coming in from the Midwest and the Canadian provinces for our superior parts and wagon wheels." Norman D. Keefer, *A History of Mechanicsburg and the Surrounding Area* (Mechanicsburg: Mechanicsburg Historical Society, 1976), p. 35.

[8]Bates, p. 256.

[9]Gilbert W. Beckley, *New Cumberland Frontier* (1973), p. 116.

[10]From 1976 through 1978, the number of exporters increased from 28 to 31. During the same period, the value of exports increased from $26.4 million to $51.6 million. Pennsylvania Department of Commerce, Bureau of Economic Development, *Pennsylvania Investors' Handbook: 1978-1979 Pennsylvania Facts and Figures* (Harrisburg: Pennsylvania Department of Commerce, [1980]), p. 92.

[11]It is interesting to reflect upon the changes in the kinds of business as the result of changes in lifestyles or technology. Resort hotels are gone from the county, but motels are thriving. Trolley service has disappeared, replaced by a growing network of bus lines. It would be difficult to find someone who could repair a horse-drawn wagon, but auto repair shops are in abundance. Fast food restaurants or other restaurants belonging to chains are commonplace, but were unknown in the county a dozen years ago. The following list shows some marked changes in the kinds of business in the Carlisle area between 1942 and 1979 based upon a review of *Polk's Carlisle Directory* for each of those years.

TABLE 10.3

NUMERICAL CHANGES IN SELECTED CARLISLE, PA. BUSINESSES, 1942 AND 1979

Type of Business	1942	1979
Automatic car washing	0	5
Barber shops	21	12
Beauty shops	20	41
Billiard rooms	4	1
Book shops	1	6
Coal dealers	11	0
Fuel oil distributors	1	5
Grocers not part of chains	41	9
Groceries not part of chains	3	13
Ice manufacturer	1	0
Ice dealer	1	0
Meats--retail	18	6
Mobile home dealers	0	4
Mobile home parks	0	5
Produce dealers	134	8
Shoe repair shops	10	2

Source: *Polk's Carlisle Directory*, 1942 and 1979.

[12]Pennsylvania Department of Commerce, Bureau of Statistics, Research and Planning, *1978 Pennsylvania County Industry Report, Cumberland County*, Pennsylvania Industrial Census Series, Release M-5-77 (Harrisburg: Pennsylvania Department of Commerce, 1977), p. 14.

[13]A variety of constraints have held back the development of this land: availability of financing (particularly at reasonable interest rates), availability of rail service within or joining the site, and the availability of utilities, especially water and sewage.

[14]Two major chains are headquartered in the county: Rite-Aid (Hampden Township), the nation's third largest drugstore chain, and Giant Food Stores, Inc. (Carlisle), one of the largest grocery chains in the region.

[15]Interview with Paul Washburn, Carlisle office of the Pennsylvania Department of Environmental Resources.

[16]Cumberland County Tourist Council, *Happenings*, April, 1980.

[17]Article, *Evening Sentinel*, June 19, 1980. The business is Ledgehill Greenhouses, located west of Carlisle.

[18]The high costs involved in owning certain items or employing even part-time personnel make leasing of goods and services a tempting, practical alternative. Also, modern lifestyles promote the use of leasing, for example, frequent household moves, many wives working, and more leisure time.

[19]The county's unemployment rate has been consistently lower every year since at least 1971 than in Adams, Dauphin, Franklin, Lancaster, Perry, and York Counties, with only a couple of exceptions. Capitol Region Planning and Development Agency, *Capitol Region Economic Development District Initial Overall Economic Development Program* (Harrisburg: CRPDA, November, 1977), p. 111-3.

[20]The distribution among major occupational areas is only an approximation due to the considerable lack of uniformity of data among sources.

[21]The loss of 500 jobs--some of which were filled by Cumberland County residents--at Metropolitan Edison's Three Mile Island nuclear power plant was the result of the March, 1979, accident, not general economic conditions.

[22]A truck terminal was permitted on the same site in 1980.

[23]Rupp, p. 367.

[24]Pennsylvania Crop Reporting Service, *1979 Crop and Livestock Annual Summary* (Harrisburg: Pennsylvania Crop Reporting Service, [1979]), p. 65; Cooperative Extension Service, "Characteristics of change in the Pennsylvania dairy industry," *Farm Economics*, June, 1980.

[25]Tri-County Regional Planning Commission, *Economic Base 1979* (Harrisburg: Tri-County Regional Planning Commission), pp. 7-9.

[26]Cooperative Extension Service, "Characteristics of change in the Pennsylvania dairy industry," *Farm Economics*, June, 1980.

[27]Pennsylvania Crop Reporting Service, *1978 Crop and Livestock Annual Summary*, p. 9; also, *1979 Crop and Livestock Annual Summary*, p. 9.

[28]*1979 Crop and Livestock Summary*, pp. 15 and 21.

[29]*Ibid.*, pp. 21 and 39.

[30]*Ibid.*, pp. 52-3.

[31]*Ibid.*, p. 63.

CHAPTER XI

ORGANIZATIONS

The Cumberland County community is highly organized in the sense of persons belonging to organizations and the number of organizations in the community. This propensity to join certainly is not unique to the citizens of this county. It is common to many communities in the United States and appears to be an important characteristic of American society.

Heavy volunteer involvement in organizations may have had its roots in the early settlement days of the county's history, when members of the community had to join together to provide their own entertainment, recreation, and social services, and to maintain social contact with one's neighbors, who might live some distance away.

The four decades between 1880 and 1920 were an especially important period for organizations in the county. Many were begun during this period: Daughters of the American Revolution, American Legion, Y.W.C.A., Cumberland County Bar Association, Kiwanis, and the Civic Club of Carlisle, to name a few. Many volunteer fire companies, which have a social as well as practical purpose, were organized during this period, although several were in existence from the end of the 18th century.

How extensively the local populace may be involved in their organizations can only be determined through careful study. The community analysis showed three tendencies which remain to be proved:

1. Many persons belong to at least several organizations. While they might devote time and effort to one or two of them, they generally belong to the others in little more than name only. That is, they pay their dues, but seldom participate in meetings or activities, and even less seldom donate their time or effort actively working for the organization.

2. Relatively few persons belong to a half-dozen or more organizations, devoting a considerable amount of time, effort, and even money to various types of organizational activity in most of them. These persons often hold positions of leadership within their groups.

3. Many clubs and organizations may have large membership lists, but have only a few deeply committed members. For example, an organization may have 100 members, but normally has only about 20 persons at most meetings. Of the 20 persons, perhaps half may be steady participants in the group's planning and activities.

What is significant to this study is not so much the size of membership or the members' degree of involvement as it is the wide scope of the organizations in terms of their purposes and locations throughout the county. Virtually every conceivable topic of interest is found among the major purposes of the county's organizations. For this brief chapter, an organization is considered to be a group of persons organized to achieve specific purposes or engage in specified activities *excluding* commercial activities, governmental bodies, religious organizations, and funded, non-profit organizations, all of which are discussed elsewhere in this report.

Organizational involvement is omnipresent in the community. Many organizations have chapters or branches located in several municipalities. Many organizations have no overall impact on the community other than by providing a social/recreational outlet for its members. Yet others play an important role in Cumberland County. The latter groups are often responsible for initiating community development and service projects and for providing recreational and special interest activities for the community as a whole.

A detailed list of organizations would not serve a useful purpose for this report. Such lists are available at local Chambers of Commerce and within such large organizations as the Hemlock Girl Scout Council (Harrisburg). Telephone directories also carry listings of associations and clubs in their Yellow Pages. The Harrisburg Metropolitan directory lists more than 270 associations. A general overview of the types of organizations and their locations within the county is more pertinent to the community analysis. Following are broad categories of organizations with some examples given. Not specifically mentioned are women's auxiliary groups affiliated many of the organizations. The auxiliary groups provide not only a social outlet for wives and daughters, but also provide a significant source of aid in carrying out the primary organization's activities.

Business, occupational, and professional. The majority of these organizations, often called associations, are located in Harrisburg. Of those in Cumberland County, the vast majority are in the West Shore. This category includes: Pennsylvania Medical Society, Pennsylvania

Sheriff's Association, Pennsylvania State Association of Township Supervisors, Cumberland County Medical Society, Harrisburg Association of Life Underwriters, Cumberland County chapter of the American Association of Medical Assistants, National Association of Accountants, Pennsylvania Asphalt Pavement Association, Pennsylvania Association of Elementary School Teachers, Pennsylvania Farmers Association, Pennsylvania Furniture Warehousemen's Association, Pennsylvania Automotive Wholesaler's Association, Pennsylvania Consumer Finance Association, Pennsylvania Motor Truck Association, Pennsylvania Restaurant Association, and local chapters of such organizations as the American Association of Medical Assistants, American Business Women's Association, Business Men's League, and National Association of Manufacturers. Perhaps the most significant of the business associations in the county are the Chambers of Commerce of The Greater West Shore Area, the Carlisle Area, the Shippensburg Area, and the Mechanicsburg Area, plus the affiliated Jaycees (Junior Chamber of Commerce).

Several labor unions also have offices in the county: Amalgamated Clothing and Textile Workers, American Federation of Government Employees, American Postal Workers, International Union of Operating Engineers, Sprinkler Fitters, Transport Workers, and the Pennsylvania State Council of Carpenters. The majority of the unions in the area, however, have their local offices in Harrisburg.

Civic and political. These organizations provide the greatest impetus for civic and political action in the county. Although they are located throughout the county, most are in the eastern half, especially in Carlisle, Mechanicsburg, and the West Shore. Among them are the many Civic Clubs (senior and junior) and Civic Associations, the League of Women Voters, Women's Clubs, Democratic and Republican party organizations at the county and municipal levels, and several local groups such as the Councils of Republican Women.

Cultural, recreational, hobby-oriented. These are perhaps the most numerous and wide-spread organizations in the county, ranging in size from the long-established Boy Scouts and Girl Scouts with more than 5,000 youngsters to the Molly Pitcher Button Club of Carlisle with its few members. There are art associations, garden clubs, stamp clubs, coin clubs, antique car clubs, bridge clubs, gun clubs, fishing clubs, amateur radio clubs, musical organizations, amateur theater groups, and more athletic organizations of every size and purpose than might be imagined by most people (see Chapter XIII). Organizations such as the YMCA and YWCA with their various facilities and programs may also be mentioned in this category.

Educational. Parent-Teachers Associations perhaps come to mind most quickly, but there are other important organizations in this category: the American Association of University Women, various college alumni organizations, and the 4-H clubs, which have strong educational as well as recreational purposes. Many public and college libraries have Friends of the Library groups which provide certain types of support and assistance to the libraries.

Fraternal. These clubs often have multiple purposes: social, recreational, and community service. "Fraternal" is a misnomer for this category, because it also includes women's organizations. There are many fraternal groups in the county: Kiwanis, Lions, Rotary, Elks, Masons, Eagles, Moose, Beta Sigma Phi Sorority, and the Pi Beta Phi Alumnae Club.

Historical and geographical. The Cumberland County Historical Society is the most prominent and influential group within this category. There are smaller organizations operating on a more limited scale, for example, the Mechanicsburg Museum Association, the Newville Historical Society, and the Upper Allen Historical Society.

Nature and conservation. Many of the organizations mentioned above and others within their categories have been involved in some aspect of the study of nature and in programs to conserve the environment. Boy and Girl Scouts have been working with such matters for over seventy years. However, there are a few organizations specifically devoted to them, such as the Appalachian Audobon Society, Appalachian Trail Club, and Yellow Breeches Watershed Association.

Religious. Nearly all of these organizations are affiliated with religious congregations and are located throughout the county. They are the many men's, women's, and youth clubs of churches and synagogues.

Social problems. This category includes such groups as Overeaters Anonymous, Weight Watchers, Parents Without Partners, local chapters of the National Organization for Women, and Alcoholics Anonymous (with its related groups for family members, ALANON and ALATEEN).

Veteran and patriotic. The American Legion State Headquarters is located in Harrisburg and there are thirteen American Legion Posts throughout Cumberland County. The state headquarters for the Disabled American Veterans is in Camp Hill, with two chapters elsewhere in the county. Cumberland County also has nine Veterans of Foreign Wars Posts, a Catholic War Veterans Post, a Fleet Reserve Branch, and chapters of the Air Force Association and Retired Officers Association. The Daughters of the American Revolution, the Sons of Union Veterans, and the American Gold Star Mothers also have active chapters.

Other. There are many other organizations which are difficult to categorize, but which play an important role in the lives of their members. Perhaps the most vital to the well-being of the community are the volunteer fire companies, which have public service as their primary function, but which serve as important social and recreational clubs for their members, families, and neighbors. There are clubs with members composed entirely of elderly persons, such as the Golden Age Clubs, the Shamrock-over-50 Club, and the American Association of Retired Persons. There are some with a rather unique purpose, such as the Mothers of Twins Clubs. Several groups in the West Shore have as their primary purpose service to a hospital or nursing home.

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The categories above describe which kind of organizations exist in the county, but do not indicate the kinds which are absent. The lack of certain types of organizations also must be considered whenever plans are made for providing service to groups in the

community. There are very few ethnic organizations, i.e., those based on race, language, or national origin. For example, there is no NAACP chapter, although some members of the community belong to the Harrisburg chapter. The lack of large numbers of immigrants and their second and third generation descendants contributes in part to this situation. Another factor is that persons with relatively recent foreign roots usually become quickly and completely assimilated into the local culture or prefer to "keep a low profile," i.e., do not vocally or ostentatiously bring attention to being "different."

A questionnaire concerning the involvement of the county's organizations with local libraries was sent to 217 organizations. The results of this survey appear in Chapter XVI.

CHAPTER XII

RELIGION

One of the key motivators among early settlers was the need to provide sustenance and shelter for the body. Another was the need to provide nourishment and comfort for the soul. Religion has been a vital influence in the lives of the county's people since the earliest settlements. It no longer occupies such a large portion of people's daily lives, but still holds a primary place--a focal point--in the social fabric of the community as a whole. The brevity of this chapter should not be taken as an indication of the degree to which religion is a factor in Cumberland County.

Until the 20th century, churches played a key role in community life. They provided the first schools in the county, offering a general as well as religious education. They were the primary sources and coordinators of social welfare activities.[1] They provided the impetus and sometimes the facilities for social movements such as those for temperance and abolition of slavery. Of course, religion also provided the moral authority and facilities for such essential matters as marriage, christening, and burial.

With the exception of a few Episcopalians, the early white population of the Cumberland Valley was Presbyterian for at least thirty years.[2] The earliest congregations were established among these groups in 1732-34.[3] Schisms among the Presbyterians resulted in the creation of new sects and the building of more churches.[4] When other groups besides the Scotch-Irish and English moved into the valley, they brought with them their various religious beliefs and practices. By the end of the 1700s, Lutheran and Congregationalist churches had been established by the Germans in the county.[5] Wing, writing in about 1879, described the influence of their religions on the attitudes of the Scotch-Irish and Germans:

> The "chief fact" in their coming together was their religion, and in each case hostile influences had made their religion especially prominent and especially earnest and grave. Everywhere and always both have been distinguished by an extreme tenacity for their religious faith, even in its minor details, for their law-abiding and orderly habits of life consistent with a sturdy maintenance of personal rights, and a hearty sympathy with the oppressed and suffering of every complexion and nationality.[6]

By the late 18th and early 19th centuries, German Reformed, Methodist, German Baptist (Dunkard), and Roman Catholic congregations had formed. Others were functioning by 1850: Associate Reformed, Methodist, Episcopal, Mennonite, Reformed Mennonite, Evangelical Association, Disciples of Christ, New Jerusalem Church, Church of God, and Adventist.[7] Separate Negro congregations began establishing their own churches in the county as early as 1829, first in Carlisle and then in Shippensburg, Newville, and Mechanicsburg.[8]

There are at present approximately thirty-nine Protestant sects organized into more than 200 congregations, plus nine independent or non-sectarian congregations. The greatest number of congregations are United Methodist (42), Lutheran (25), Church of God (18), and Presbyterian-United (12). Protestant congregations composed exclusively of blacks still exist in Carlisle and Shippensburg. The few blacks elsewhere in the county are either integrated into predominantly white churches or attend all-Negro churches in Harrisburg.

There are relatively few Catholics (13.2 per cent of the population) and even fewer Jews (0.2 per cent) in Cumberland County, although members of both faiths have been among the county's most active citizens during the past 200 years. The first Catholic church was established here in 1779. There are now seven Catholic churches with a total of more than 23,000 parishoners. There are two Jewish congregations comprising a total of about 250 people. The larger of the two is in Mechanicsburg, which has a synagogue built by its members several years ago. The other is a loosely-associated group in Carlisle which uses facilities at Dickinson College for its services. There is also a small number of Jewish families who are associated with one of the four synagogues in Harrisburg or the synagogue in Chambersburg.

Virtually all of the congregations provide a variety of activities in addition to strictly religious services. A significant activity is education, primarily Sunday School, but also the operation of parochial schools and adult education courses (see Chapter IX). Many churches have small religious libraries which are generally little more than collections of books on a few shelves. The provision of recreational and social

opportunities for persons of all ages is another very common church/synagogue activity (see Chapter XIII). Most congregations provide, in addition to ministerial services, a variety of temporary or permanent social welfare projects primarily for the needs of their own congregants. Such projects are an important supplement to programs carried out by governmental or other private human service agencies. Although these projects cannot compete in scope with those of large, funded, and staffed human service agencies, they are essential to the overall psychological and social well-being of the community. Several congregations served in recent years as sponsors for refugees from Southeast Asia. Few Cuban or Haitian families have been sponsored in a similar manner.

Religion is an important, perhaps predominant, but not dominating factor in the lives of Cumberland County's people. The problems of religion in the county are the problems of religion elsewhere in the United States: Which are the areas of concern and responsibility for government and which for religious groups. How does the church or synagogue maintain interest among its young people--or its adults for that matter--in a highly secular society? How do religious activities compete with all other activities for the time and dollars of their congregants? How does religion answer some of the pressing personal and social problems faced by individuals and families in a time of changing values and the resultant stresses?

FOOTNOTES

[1]One early writer in 1828 lambasted the churches in Carlisle for failing to use more of their wealth to provide more adequate facilities and care for persons residing in the town's poorhouse. He wrote, "The poorhouse of Carlisle is a wretched old building and the paupers are left to care for themselves, having neither keeper nor matron." He then chastises the churches:

> The size, workmanship, furniture, and unconscionable number of churches in Carlisle, all jumbled up into such a small compass, if we had no other evidence of the ignorance of the people on one side, and the knavery of the clergy on the other, would alone be sufficient.... If they are so pious as they would make you believe, why do they lay up so much treasure upon earth? Do they learn this out of the Bible? How many of these splendid gold fringed cushions had St. Paul to lean upon? [Cumberland County Historical Association, *Two Hundred Years in Cumberland County* (Carlisle: The Hamilton Library and Historical Association of Cumberland County, 1951), pp. 142-3.]

[2]Conway R. Wing, *History of Cumberland County, Pennsylvania* (Philadelphia: James D. Scott, [1879]), p. 28.

[3]Samuel P. Bates, *History of Pennsylvania*, p. 207.

[4]Wing, p. 312.

[5]Richard H. Steinmetz, *The West Shore Shopper's Heritage of the West Shore* (Camp Hill, Pa.: Plank's Suburban Press, Inc., 1976), p. 8.

[6]Wing, p. 5.

[7]Israel Daniel Rupp, *The History, and Topography of Dauphin, Cumberland, Franklin, Bedford, Adams and Perry Counties* (Lancaster: Gilbert Hills, Publisher, 1846), p. 448; Wing, pp. 126-31.

[8]Wing, p. 131.

CHAPTER XIII

LEISURE ACTIVITIES

The title of this chapter is a shorthand way of categorizing those activities which are normally referred to as culture, recreation, entertainment, and hobbies. An attempt at defining these areas follows:

Culture.
The enlightenment and refinement of taste acquired by intellectual and aesthetic training. This includes such interests as ballet, classical drama, art, and literature.

Entertainment.
A performance intended to amuse or divert, causing one's time to pass agreeably. Such pastimes as watching television, going to movies, attending a band competition, or visiting a county fair are forms of entertainment.

Recreation.
A form of diversion in wich the individual physically participates in order to refresh oneself or improve one's well-being. This includes athletic endeavors, less strenuous activities such as fishing or taking long walks, and still less strenuous activities such as sunbathing.

Hobby.
A specialized pursuit outside one's regular occupation that one finds particularly interesting and is done as a source of leisure-time relaxation. Activities such as stamp collecting, woodworking, painting, and gardening are common hobbies.

Placing a particular activity in one of the above categories is sometimes difficult. Baseball may be entertainment for one person, recreation for another, and a hobby for a third. When is attending a movie or stage production a cultural activity and when is it entertainment? Interest in painting may be a hobby or the pursuit of culture. Nevertheless, this chapter will divide relaxation activities into these categories for the sake of convenience. Some categorizations may be open to dispute. The reader should not let a technical disagreement interfere with the main purpose of this chapter, which is to provide an overview and understanding of how the people of Cumberland County use their leisure time.

An important activity excluded from the discussion is library attendance. The matter of libraries is explored in considerable detail in Part II of the report. Also, the discussion is not meant to be all-inclusive; some specific items within the categories have been excluded solely due to the lack of space and to prevent redundancy or "overkill."

Map 13.3 shows locations of selected leisure activities in the county.

A BRIEF HISTORY

Before looking at the leisure activities which are part of today's lifestyles, let us take a very brief look at some of the ways in which the Cumberland County community of the 19th century sought relaxation.

Perhaps the most enjoyable and memorable events in the lives of the county's citizens in those days were parades and other large public ceremonies. From the great procession in 1800 to mourn George Washington's recent death to the enormous sesquicentennial celebration and parade in 1901--attended by more than 30,000 persons--such events filled a significant role in providing entertainment, developing civic and organization pride, and developing national patriotism. The organizers and participants in many of the largest parades were volunteer fire companies. People loved to participate in these events and certainly enjoyed watching them. The occasions were often cause for all-day celebrations--and even celebrations lasting two or three days.

Fairs were also a significant leisure activity. County and town fairs and those sponsored by organizations were held for any special occasion or for no special occasion. They provided entertainment, raised funds, and were sources of pride in community and individual achievements.

There was another public occasion--far less wholesome than those just mentioned--which provided an unusual form of entertainment. Public hangings of condemned criminals in Carlisle often attracted large crowds, sometimes several thousand persons. The events became social occasions where neighbors met and where hawkers sold refreshments. These macabre spectacles continued, though with decreasing public participation and enthusiasm, until the beginning of 1894.

Only a few theaters existed in the county during this period. The Carlisle Opera House, established early in

the century, seldom presented opera, but gave a variety of other presentations.

A favorable means of relaxation for visitors from outside the county as well as the county's citizens was a stay at one of several local resorts. Most had mineral springs, which provided a soothing environment and hoped-for medicinal benefits for bathers. The best known resorts were at Mt. Holly Springs, Big Spring, Carlisle Sulphur Springs, and Doubling Gap Springs, the last of which had about 1,000 guests a season at the height of its popularity.[1] None of these resorts exists today.

Other activities were similar to those in which we now participate: picnics, athletic events, an evening at a local tavern, the rare circus. Many of today's activities were either non-existent or are considerably different in content from those of the 19th century. We shall now take a look at the activities which are part of present lifestyles.

CULTURE

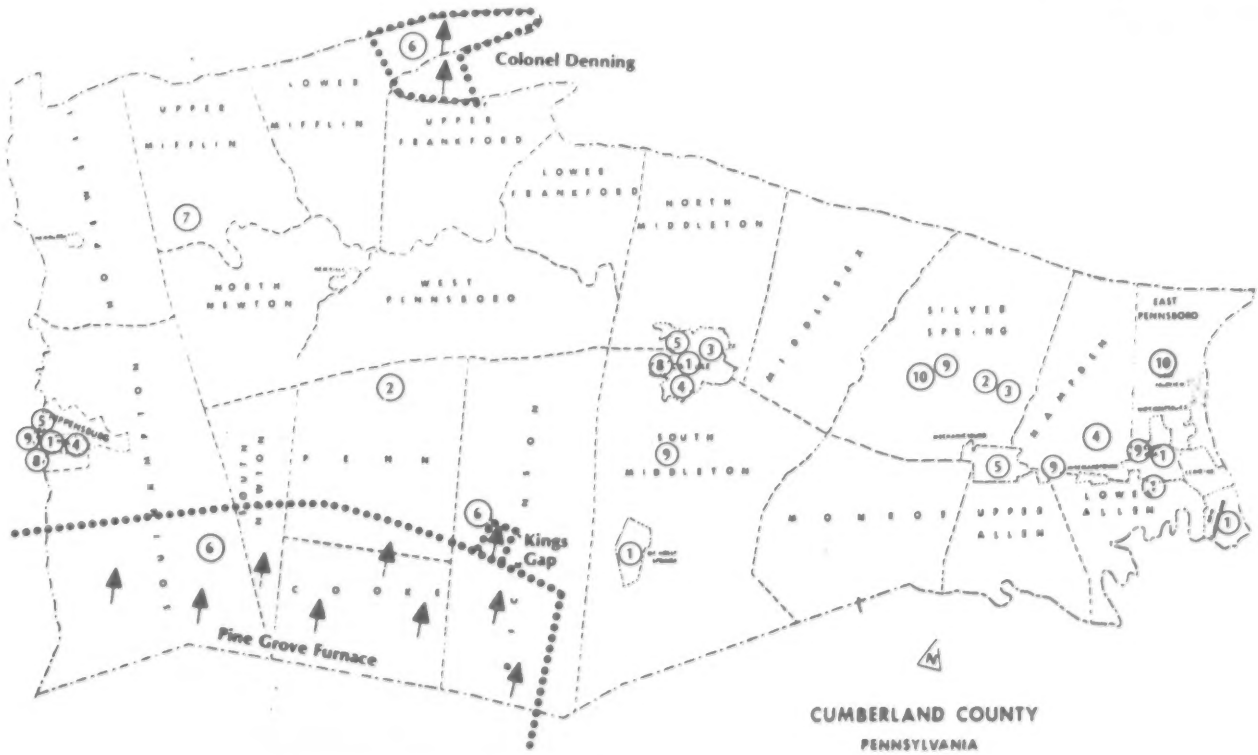
Cumberland County's central location for ease of access to a significant portion of the nation's important population centers provides exceptional cultural opportunities for its people. No one is more than a few hours away from an uncountable number of museums, planetariums, historic sites, art galleries and shows, classical theater, concerts, opera, ballet, and lectures, many of national and international renown.

Harrisburg's cultural activities are the closest of those of any metropolitan area. They considerably enhance the cultural activities available to the residents of Cumberland County. The facilities are within a few miles of each other and are close to the West Shore. Among them are the William Penn Memorial Museum, Rose Herman Lehrman Arts Center, Harrisburg People Place, Jewish Community Center, Market Street Presbyterian Church, and the Doshi Center for Contemporary Arts. Harrisburg has its own symphony orchestra and choral society. The Art Association of Harrisburg is sufficiently developed to have an employed executive director for its facility and activities. As these opportunities have developed and have been well patronized by the general public, they have attracted even more activities of a similar nature.

Cultural activities within Cumberland County are more limited. The county has not been known as a cultural center. A large number of cultural activities and facilities here are connected with the several institutions of higher learning. Of the various forms of leisure activities, those of a cultural nature have the least role in the lives of the population *as a whole.*

A brief overview of the cultural activities and facilities in the county follows.

Art galleries and shows. The four primary locations in the county at which art and photography are displayed are Camp Hill, Mechanicsburg, Carlisle, and Shippensburg. The William Ris Gallery, the Park Lane Galleries, and the Greenwich Village Artists Center in Camp Hill are small, high quality commercial art galleries. Mechanicsburg has the Mechanicsburg Art Association's Art Center located in a large renovated



Map 13.1--Locations of Selected Leisure Activities, 1980.

Key:
1 Indoor movie theaters
2 Drive-in movie theaters
3 Major flea markets
4 Major fairs
5 Primary historical sites
6 State parks
7 State game lands
8 Planetariums
9 Bowling alleys
10 Roller/ice skating rinks

barn at the edge of town. In Carlisle, Dickinson College frequently hosts lectures on art and art displays which are open to the general public. Carlisle's only high quality commercial art gallery is the Garden Gallery (formerly My Father's Garden), located downtown. Carlisle is also host to displays of art and photography by members of the Carlisle Art Association[2] and the Cumberland Handcrafters' Guild during its annual outdoor Summerfair Festival. At the western edge of the county, Shippensburg State College's Kaufman Gallery of the Huber Art Center is occasionally the site of art and photographic displays. The college presents lectures on these subjects which are also open to the public. In addition, Messiah College in Grantham has an extensive arts program featuring weekly presentations such as art exhibits, lectures, and demonstrations for students, faculty, and the general public. Public schools throughout the county have displays of students' art work. Also, the New Cumberland Public Library has a continuing display throughout the year of art work by local artists.

Classical theater and classical cinema. Unfortunately for the county's lovers of classical theater and cinema, there are few opportunities within the county for attending such presentations. There are infrequent plays by Shakespeare and the great French and Russian playwrights at the colleges. Otherwise, persons wishing to see this type of play must go to Harrisburg, Hershey, York or to cities like Washington, D.C., and New York. (Opportunities for seeing other good quality plays are available and are mentioned below under "Entertainment.") Classical films are shown a few times during the year at the colleges and as special presentations by one or two public libraries.

Historic sites. Although Cumberland County is rich in local history, there are few historical sites of national or even regional renown within the county.[3] The most famous of these is Carlisle Barracks, the second oldest military installation in the U.S., home of the Army War College, the Military History Institute, and site of the former Carlisle Indian School. Carlisle is also the home of Dickinson College, one of the oldest institutions of higher learning in the nation. It is also the site of the Old Graveyard, dating back at least to 1757, containing the graves of several prominent persons of the Revolutionary War period.

Lectures, book reviews, prose and poetry readings. These are readily available throughout the year in some parts of the county, particularly the West Shore, Carlisle, and Shippensburg. They are most often sponsored by the colleges, public libraries, the U.S. Army Military History Institute, and the Cumberland County Historical Society. Other public and private organizations and agencies sponsor these activities for the general public.

Museums. There are no large museums in the county, but several small ones are located throughout the area. The largest of these is run by the Cumberland County Historical Society. It is located in the same building which contains the Society's Hamilton Library in downtown Carlisle. Although modest in size, it has made considerable progress in recent years in developing and displaying its collection of local artifacts. The Shippensburg Historical Society uses several rooms on the second floor of the Shippensburg Public Library for its small but interesting museum. Two small museums are located at Carlisle Barracks: the Hessian Powder Museum (containing Indian artifacts and historical records, muskets, swords, uniforms, guns, and photographs) and the General Omar N. Bradley Museum (containing memorabilia of the general and other military items). The Mechanicsburg Museum Association operates a museum in a renovated stationmaster's house in that borough. None of the museums is open more than a few hours a day for a portion of the week. There are other, even smaller, exhibits of historical artifacts located at various governmental or private institutions.

Opera, concerts, dance, and ballet. Complete opera performances are virtually non-existent in the county and are rare even in Harrisburg, which has a Civic Opera Association. Concerts, on the other hand, often are held in the county, especially at the colleges, which sponsor concert series and individual programs, sometimes by very well known artists. Nearly all of the college-sponsored programs are held during the academic year from September to May. The Carlisle Parks and Recreation Department sponsors a well-attended Summer Artist series in the borough's Thornwald Park. Several churches, particularly in Camp Hill and Carlisle, provide various concert programs throughout the year. Carlisle Barracks occasionally is the site of a concert by one of the major touring military bands. The opportunity for attending dance and ballet productions is much more available in Harrisburg than in Cumberland County. Within the county, most dance and ballet performances are in Carlisle, especially at Dickinson College. Carlisle is the home of the excellent Central Pennsylvania Youth Ballet, which has gained an international reputation, but whose performances are mostly in Carlisle. Shippensburg State College and Messiah College also have performances which are open to the public.

Planetariums. Shippensburg State College and Dickinson College have planetariums which are sometimes open to the public for shows and lectures. Good Hope Middle School in the Cumberland Valley School District has a small, student-run planetarium at which shows are presented several times during the school year for students, parents, and other guests.

ENTERTAINMENT

This is an area in which Cumberland County, especially the eastern half, excels. Entertainment activities are a significant element in the lives of county residents. New entertainment facilities have kept pace with increases in population and the standard of living. Additional entertainment facilities in the area, such as those in Harrisburg, Hershey, and York, greatly enhance the opportunity for finding virtually any kind of entertainment.

Athletic events. Athletics certainly must rank as the most popular form of entertainment in the county. The largest crowds for single events are at school-related events. Each summer, the Washington Redskins football team comes to Carlisle for a summer training camp. Thousands of persons from all over the county and elsewhere go to the Dickinson College stadium to watch the team practice. Another indication of the popularity of athletic events is the amount of space given to local sports in the newspapers and on radio and television.

The subject of athletics will be discussed further under "Recreation" below.

Auctions, flea markets, rummage/garage/lawn sales. These activities are among the most popular of all types of entertainment in the county. They take place most often from Friday through Sunday, but are held somewhere in the county almost every day of the week throughout the year. The primary purpose of these activities may be to sell items, but they fulfill a very significant entertainment function. People enjoy the sights and sounds--the atmosphere, if you will--created by sellers, buyers, lookers, and the things for sale. There are persons who spend an entire day going from garage sale to flea market to auction. Newspapers carry entire pages advertising these activities. The two large adjacent flea markets in Silver Spring Township attract thousands of persons from all over the county (and neighboring counties) each Sunday.

Band concerts. Concerts of various types of popular music (rock, bluegrass, country and western, swing, and jazz) and marching band music are very popular in the county. Local bands as well as those from other areas give concerts indoors and outdoors. These concerts are frequently sponsored by public schools, municipalities, and private organizations. One of the most popular types of band concert is drum and bugle corps competition. This type of event attracts high school and other bands, along with spectators, from the entire Middle Atlantic region.

Barbeques, picnics, neighborhood suppers, and family reunions. These are very popular throughout the county all during the year. Private picnics appear to be less popular than the various picnics sponsored by churches and firehouses, of which there are a great many. The firehouse or church suppers are long-established "institutions" in the social life of the county. They are a source of pride for the groups which sponsor them and for neighborhoods in which they are located. Family reunions bring relatives together in large numbers for dinner or picnics and to hear discussions about family history and activities of family members. Scarcely a week goes by without a family reunion being listed in the newspaper among other local activities.

Bars and taverns. Going to a local bar or tavern has been a popular pastime since the last quarter of the 1700s. Although they do not hold the social significance of English pubs, they do provide a gathering place, often of regulars, in some neighborhoods. Patrons talk, drink, listen to a juke box, watch TV, or play one of the new and increasingly popular electronic games. There are about twenty-two such places in the county, many of which are in the Carlisle area. (About thirty-six are located in Harrisburg.) Some municipalities, e.g., Camp Hill and Newville, have no bars or taverns.

Celebrations and parades. Perhaps the earliest forms of entertainment on a large scale in the county were parades and celebrations in honor of specific, usually national, occasions. Even in the early 1800s, a parade in Carlisle would bring out several hundred marchers and several thousand spectators. The largest number of parades and other activities held on a regular basis over the longest period of years have been those connected with July 4th Independence Day celebrations. Although large parades involving many thousands of persons are now extremely rare, many smaller parades and celebrations of which they are a part occur throughout the county at various times during the year. Many municipalities in recent years have marked their sesquicentennials or other birthdays by large celebrations involving a variety of activities. The Cumberland County Fireman's Association and individual fire companies sponsor annual parades in honor of National Fire Prevention Week or some other occasion. Military installations in the area offer various activities (demonstrations, displays, marching bands, competitions, etc.) on Armed Forces Day and certain holidays.

Circuses. These seldom appear in the county--perhaps once or twice a year, usually at the eastern or western ends of the county--but are well attended.

Clubs. There is a variety of private clubs: country clubs, those at military installations (for active and retired military personnel, their families, and guests), and those belonging to fraternal and veterans' organizations (Lions, American Legion, etc.). The clubs usually have dining, dancing, alcoholic beverages, and recreational facilities for members and their guests.

Conventions and trade fairs. Four large motels--all in the eastern half of the county--have the only facilities capable of handling these kinds of activities. The largest, the Penn Harris Convention Center and Motor Lodge in Camp Hill, hosts the majority of conventions in the county. Small trade fairs--often little more than product displays--are sometimes held on shopping mall concourses or as part of community fairs.

Dances, discos, and nightclubs. These activities do not constitute a major source of entertainment, although popular dancing and disco dancing have increased in popularity. The private clubs mentioned above and a few of the larger motels have facilities for dining and dancing. They also sponsor large dances a couple of times a year, generally as part of a larger activity or celebration. Dances are also sponsored occasionally by schools and churches, but are often lightly attended. There are a few discos in the county, nearly all being located in the larger motels. Again, it is the larger motels which have the county's only nightclubs. These nightclubs offer a variety of music, but rarely have nationally known entertainers.

Fairs, carnivals, and amusement parks. Fairs--usually sponsored by municipalities, churches, and fire companies--are among the most popular types of entertainment. They offer a variety of activities: stage shows, auto and horse races, rodeos, food and drink booths, handicraft displays, animal displays, product displays, bingo and other games of chance, and carnival rides. Some of the largest fairs in the county are such annual activities as: Carlisle Summerfair, a series of events lasting five days;[4] the Carlisle Fair, with events lasting an entire week; the Cumberland County Fair; the Shippensburg Fair; the Strawberry Festival in Mechanicsburg; and Harrisburg's Kipona Fair, with its many activities on the Susquehanna River.[5]

Carnivals are nearly always part of one of the fairs, though some carnival operators set up their equipment for brief periods at shopping malls or in open fields. Such independent operations are much less usual than those which are part of fairs. Carnival rides are also available at the two amusement parks in the county: Willow Mill Park in Silver Spring Township and Williams

Grove Park in Monroe Township.

Amusement parks are open only during the warmer months.[6] In addition to carnival rides, they offer musical entertainment and picnic areas. A somewhat similar facility, Western Village Park, is on a 66-acre site in South Middleton Township. It has no carnival rides, but has a steam train that runs on a mile-long track. The train and its Western Village operate only during the warmer months. Its camping facilities and restaurant are open all year, the latter only on Sundays.

Racing. The nearest permanent horse racing tracks are about forty-five minutes away by car from Cumberland County. Harness racing takes place occasionally at one of the big fairs, such as the Carlisle Fair. There are three tracks for auto racing: Williams Grove Speedway next to Williams Grove Park, Silver Spring Raceway adjacent to the two large flea markets in that township, and South Mountain Dragway in Boiling Springs.

Rodeos, tractor pulls, and other competitions. Rodeos, although infrequently held in the county, are very well attended. Virtually all rodeos make their appearances at one of the large fairs. Tractor pulls and plowing contests take place occasionally at various farms, attended mostly by the farming community. Firemen get to display their talents at such activities as the "Anything Goes" competition which is part of each year's Carlisle Summerfair and the less well-attended pumping competitions.

Theaters--movie and live--and other shows. There are fourteen movie theaters, two of which are drive-ins, open to the general public in the county.[7] Nine of the indoor theaters are in the West Shore. Carlisle, New Cumberland, Shippensburg, and Mt. Holly Springs each have one indoor theater, with the latter open only three days a week. The drive-in theaters are located in Silver Spring and Penn Townships. There are also indoor movie theaters located at military installations and colleges. Those at military installations are open only to active and retired military personnel, their families, and guests. Several public libraries also show films to the general public, but do so on an irregular basis in small rooms temporarily converted for the purpose.

Few live theaters exist in the county, although several excellent ones (generally summer theaters) are within an hour's drive. None of those in the county operates on a year-round basis. The Allenberry Playhouse in Boiling Springs provides excellent musical and comedy productions with professional and amateur performers. The Little Theater of Mechanicsburg and the Church Street Players of Carlisle are amateur theater groups which present comedy and drama productions on an irregular basis. The West Shore Players, another amateur group, presents musicals, usually written by their own members. The colleges have their own theater groups which perform for the general public. Several high schools produce exceptionally well-performed musicals or plays once or twice a year.

There are from time to time other shows--variety shows, musicals, magic shows, puppet shows--held at many locations in the county, often at public schools, churches, libraries, and shopping malls. These are produced by various local commercial and private organizations on a one-time basis.

Zoos. The county's single zoo--the Boiling Springs Zoo--closed in 1980. The closest zoo is Hershey's Zoo America, about an hour's drive from Carlisle.[8]

RECREATION

The community's interest in all types of recreation is high and probably even exceeds the availability of its recreational facilities, which is good and steadily improving. Parks and recreation boards and departments have been created in the county to plan, coordinate, and operate the many facilities and programs. In at least one instance--in South Middleton Township--the township and school district have combined their facilities for a unified parks and recreation program.

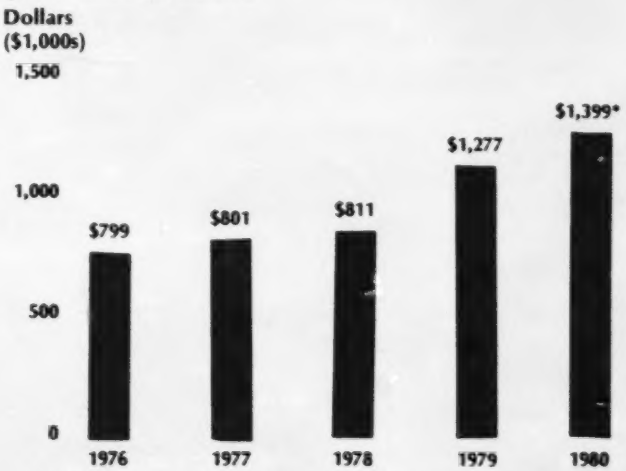
These agencies provide a wide range of facilities, services, and activities:

Facilities - Picnic areas, community centers, swimming pools, tennis courts, playground areas, basketball and handball courts, baseball diamonds, outdoor ice and roller skating rinks, jogging tracks, shuffleboards, gymnastic and weight lifting facilities, horseshoe pits, volleyball courts, streams and ponds for fishing, nature trails, and garden plots (for use by residents on a fee basis).

Services - Day camp programs and classes for people interested in certain hobbies, life saving and safety, nature, and individual and group sports.

Activities - Virtually every individual and group sport common to the U.S., movies, live entertainment, athletic competitions, dances, community bazaars and fairs.

The following graph shows expenditures by all of the county's municipalities during the past five years for parks and recreation.



*1980 figure is the budgeted amount rather than actual expenditures.

Graph 13.1.--Expenditures for Parks and Recreation by Municipalities in Cumberland County, 1976-1980 ($1,000s).

Only a small part of expenditures is for operation of services and activities. Most go for facilities maintenance, facilities improvement, and new facilities. The cost of new facilities or of maintaining and improving old ones is considerable, especially during this period of high inflation. For example, improvements planned for one park in one township are expected to cost $42,000; 600 tons of trap sand to improve one golf

course cost $6,120. Yet, most citizens seem very willing to allow their tax money to be spent for such projects, because they consider recreation to be important to their physical and mental well-being.

Local school districts also have good-to-outstanding recreational facilities, services, and activities. Many of their facilities and services are open for use by the general public as well as students. Virtually all of their athletic activities may be attended by the public.

School districts have the same kind of large expenditures for their recreational facilities as have municipal parks and recreation boards. Taxpayers may resist expenditures in other areas and decry tax increases, but seldom openly protest recreational expenditures. They are not only willing to allow money to be spent for such projects, they are also willing to donate additional funds. Recent additions of new bleachers and lights to a high school stadium in South Middleton Township cost over $88,500--more than a third of which was privately donated by businesses and individuals.

The facilities at the various postsecondary schools are generally excellent. Many of them are relatively new, having been built during the past ten years. The most recent is Dickinson College's 86,000-square-foot, $5 million Kline Life/Sports Learning Center, completed in 1980. These schools place stricter limits on the use of their athletic facilities than do public schools, but virtually all of their athletic activities are open to attendance by the public.

Federal and state facilities supplement those of local governing bodies. The military installations have a wide range of facilities and programs. They are mostly for the use of active and retired military personnel, their families, and guests, but are sometimes made available for general civilian use. The Appalachian Trail, which extends from Maine to Florida, passes through the county and provides a very good hiking trail. There are three state parks, all in the western half of the county. Colonel Denning and Pine Grove Furnace have facilities for various kinds of recreational activities. Kings Gap is primarily an interpretive/educational facility, i.e., one which provides programs and activities to help people understand nature. The parks, their total acreage, and water acreage are indicated in Table 13.1.

TABLE 13.1
STATE PARKS, CUMBERLAND COUNTY

Name	Total Acreage	Water Acreage
Colonel Denning	273.0	3.6[a]
Kings Gap	1,419.6	0
Pine Grove Furnace	637.0	26.7[b]

[a]Doubling Gap

[b]Laurel Lake (25 acres) and Fuller Lake (1.7 acres)

Source: Pennsylvania Department of General Services, *The Pennsylvania Manual*, Vol. 104, 1978-1979 (Harrisburg: Department of General Services, [1980]), pp. 859-60.

Other types of facilities in wide use in the county are those provided by the YMCA/YWCA, country clubs, business (commercial facilities as well as facilities for use by company employees), private organizations, and, of course, individual homeowners (swimming pools, basketball backstops, and tennis courts). Nature also provides almost unlimited recreational opportunities along its rivers, streams, fields, and paths from one end of the county to the other.

One other type of recreational facility must be mentioned here: the restaurant. Some persons will no doubt question the inclusion of restaurants in this section. Yet, it fits the definition of recreation presented at the beginning of the chapter better than it fits other categories of leisure activities. Going to restaurants is a favorite form of relaxation for a great many persons in the county. There are many good restaurants within the county and many more within an easy drive outside the county. Nearly all are in the eastern half of the county and in Shippensburg; there are few between Carlisle and Shippensburg.

The growth of restaurants, especially fast food places, has been rapid during the past five years (see Chapter X). Despite the increase in their number, it is not at all unusual for customers to have to stand in line waiting for a table during peak evening hours.

Individual and team sports appear to be equally--and highly--popular throughout the county.

Perhaps the most popular individual recreational activities occur outdoors, especially hunting and fishing. The area abounds in a wide variety of game (pheasant, grouse, rabbit, deer, etc.) and fish (bass, carp, trout, catfish, etc.). When fishing or hunting season opens, many other activities take second place among a large segment of the male (especially) and female population.[9] Other popular individual outdoor activities are canoeing, swimming, picnicing, golf,[10] camping, hiking, and jogging. Downhill and cross-country skiing are not especially popular in the county. Their relatively few enthusiasts, particularly the downhill skiers, usually go outside of the county to pursue their sport. Several trails for corss-country skiing are located in the Newville area.

The popularity of individual indoor recreational activities is difficult, if not impossible, to gauge. Most persons who take part in yoga, karate, weightlifting, and general conditioning exercises do so either in the privacy of their homes or with very small groups elsewhere. The few indoor ice skating and roller skating rinks and most of the six bowling alleys are located outside the boroughs. They are not easily reached without private transportation.[11] Yet, they are often well attended, sometimes to capacity. Of course, bowling is also a teamsport--and a popular one at that--which may account for the often crowded bowling alleys.

Some sports are not really team sports, but neither are they played on a solo basis. Tennis is perhaps the most popular activity of its type in the county. Tennis courts are within easy reach of all major housing areas; some are open twenty-four hours a day. Many persons also seem to find considerable enjoyment in such activities as field days, with their various races and competitions.

There is unquestionably a very high rate of participation in team sports as judged by the number of

teams at all age level, of both sexes, of various competencies, in a wide range of sports, sponsored by a large number of public and private institutions and organizations. Baseball, football, soccer, and track and field events seem to be the most popular, but no American sport--except perhaps lacrosse--is without its league teams. Many teams belong to educational institutions at all levels, but there are also privately sponsored teams. Children often become involved in team sports at a very early age--as early as seven--and are encouraged by parents and peers to continue team participation throughout their youth.[12]

HOBBIES

Americans are notoriously hobby-minded. Few human endeavors escape being a hobby for someone in this country. The people in Cumberland County follow this same predilection toward a wide range of hobbies. Most hobbies, though, are pursued on an individual basis at home or in the company of a few like-minded persons. Gauging the extent of popularity of various hobbies would also be difficult. Yet some hobbies do stand out above the others as being widely and intensely pursued.

Antique collecting and car collecting appear to be by far the most popular hobbies in the area. Approximately seventy-five antique dealers and shops are located here. Antique collectors flock to the many auctions, flea markets, rummage, garage, and lawn sales mentioned above. Antique car shows, auctions, and fairs attract large numbers of sellers and buyers from all over the United States. The biggest of these in the county is the annual Collector Car Flea Market held in Carlisle, which attracts about 30,000 persons each year.[13]

Various arts and crafts provide satisfying, although not lucrative, hobbies for many persons. There are many clubs for persons interested in these hobbies. Arts and crafts, especially the latter, are displayed at fairs throughout the county.

Hobbies involving weapons are highly popular: collecting antique guns, other antique war weapons, and guns in general. Closely related to these hobbies is the collecting of military memorabilia: flags, insignia, uniform items, equipment, etc. As with antique and car collectors, enthusiasts of these hobbies spend considerable time and money at the various flea markets, auctions and other sales. The U.S. Army Military History Institute at Carlisle Barracks sponsors an annual flea market for such persons. It is smaller than those for antiques and cars, but does attract several hundred persons.

One other very popular hobby will be mentioned here: gardening. There are several garden clubs, but most persons involved with this hobby demonstrate their interests by the many attractive gardens and beautifully landscaped lawns throughout the county and by the many homes in which special areas have been set aside for plant displays.

Enthusiasts of other hobbies will be disappointed to find no special mention of their hobbies in this report. Collectors of stamps, coins, beer cans, buttons, books, bottles, and every item imaginable, plus those who make objects as part of their hobbies, all pursue interesting and even important hobbies. Only those which seem to have the most effect or impact upon the community have been mentioned above.

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Cumberland County does not have major tourist attractions. Yet, the vast array of activities mentioned in this report provides drawing power for persons from neighboring counties and for tourists from farther areas of the nation. Their heavy impact on the county's economy is mentioned in Chapter X.

Surprisingly, there is one segment of the local population which does not appear to be positively affected by all of the many opportunities for relaxation in the county. Teenagers, especially in Carlisle, Mechanicsburg, and the large rural western portion of the county, often complain that there is little for them to do other than "hang around."

At first glance, this assertion may seem groundless. Further investigation would reveal that there may be some basis for it, at least for certain groups of teens and at certain times of the year. A youngster without access to an automobile has little opportunity to make use of most of the bowling alleys, skating rinks, and movie theaters in the county. Many school athletic events are at rural schools not within easy walking distance or available by mass transportation. There are teenagers who are not interested in athletics and would prefer to participate or observe some other activity. Most teens consider themselves too old for scouting. Establishments for dancing, dining, and drinking alcoholic beverages consider them too young for such activities. There are few indoor swimming pools which are easily accessible--eliminating swimming as an activity except during the summer. Some municipalities have curfews which keep teenagers off the streets at night (see Chapter XIV).

So, some teenagers just "hang around," get high from alcohol or drugs, make a lot of noise, and are told by police to "break it up," "move along," "go home." Their options are limited.

FOOTNOTES

[1]*The 175th Anniversary of the Founding of the Borough of Newville 1790-1965* (Newville, 1965), pp. 57-60; Cumberland County Historical Association, *Two Hundred Years in Cumberland County*, p. 179; Bates, p. 311.

[2]The Carlisle Art Association operates on a much smaller scale than does its Mechanicsburg counterpart and is much less active than the Art Association of Harrisburg. Most of its activities and meetings are devoted to art lectures and demonstrations.

[3]One of the most famous historical sites in the nation is close at hand: Gettysburg, which is about forty minutes by car from Carlisle.

[4]Carlisle Summerfair attracted approximately 20,000 people in 1980.

[5]The Kipona Fair attracted approximately 5,000 people in 1980.

[6]There is no mass transportation available to the amusement parks, which keeps attendance below potential.

[7]None of the public theaters in the county show X-rated films. The last theater to do so closed under public pressure three years ago.

[8]The Hershey Park Petting Zoo, unrelated to Zoo America, also closed in 1980.

[9]Two examples indicate the popularity of these activities: (1) a random public drawing had to be used to determine which applicants receive 3,050 doe licenses available for the 1980 season, and (2) at least 5,000 hunters--many from other states--stalked the fields during a few days in November, 1980, in search of small game.

[10]There are seven public 18-hole golf courses in the county.

[11]As this report was being written, a $487,000, 24,000-square-foot roller skating rink was under construction in Enola (East Pennsboro Township).

[12]Teams from Cumberland County have sometimes been successful in winning statewide or even regional competitions. For some reason, though, few if any athletes from the county have gained national notoriety during the past forty years.

[13]The largest activity of its kind in the area is the Hershey Fall Meet, with its 5,400 dealers and more than 200,000 visitors.

CHAPTER XIV

SOCIETAL ATTITUDES

One must keep in mind that any generalizations about a population as diversified as that of Cumberland County would have to be tempered with qualifications and exceptions. Yet, someone asked to describe what the people of the county think about certain things and how they live could give some reasonably accurate statements based on data and observation.

In many ways, Cumberland County is a microcosm of white, middle class, suburban-rural Americans. Its people would not feel out of place if the county were to be somehow transported en masse to Vermont or Kansas or southern Virginia. On the other hand, they probably would feel uncomfortable in Pasadena, California, Brooklyn, New York, or Miami, Florida.

National and historic consciousness. Cumberland County's people have a high degree of national consciousness--patriotism, if you will. If asked who they are, they most likely would reply "American," rather than "Pennsylvanian." They are very loyal to the nation and its aims. They become angry and frustrated when the nation is hurt or shamed in any way. American flags are hung from many homes during national holidays and miniature flags are placed on veterans' graves on occasions such as Memorial Day or Veterans Day.

This national consciousness arises from the same factors which have created pride in the people's heritage (see Chapter II). Townships and boroughs stage special celebrations for birthdays such as centennials, sesquicentennials, and bicentennials. Local newspapers often carry articles of historic interest. An *Historic Preservation Plan* was developed for the county in 1977 by the Tri-County Regional Planning Commission.[1] Many municipalities have historical commissions, architectural review boards, and zoning requirements to ensure that their architectural heritage within certain areas is maintained. Governmental units, private organizations, and private individuals donate time and money to preserve historic landmarks. Pending destruction of some landmarks has caused a minor uproar on occasion, sometimes resulting in a decision to keep--and even restore--certain structures. There are about 116 graveyards in the county, most of which are maintained in at least a presentable manner.

Change. Change is not often quickly accepted, whether it involves physical change in some aspect of the environment, changes in technology, or changes in ways of doing things. This does *not* mean that the county's people are opposed to change, but only that the benefits of a change must be proved and must significantly outweigh reasons for not changing. Opposition to changes in the environment has led to public controversy over such matters as the relocation of the county segment of the Appalachian Trail, proposed rezoning, and proposed presence of an entertainment facility, restaurant or other business, or the introduction of a public sewage system. Opposition in these instances has most often been based on financial as well as aesthetic considerations. The introduction of innovations in equipment and methods in business and agriculture normally involves far less controversy, but still must proceed on a "go slow" basis. An innovation's usefulness and effectiveness must be demonstrated--generally by its success outside the county--before it is adopted here. Once proved to be of worth, an innovation comes into wide use within a few years.

The environment. People's concern for change is a factor in their concern for preservation of the environment. A recent survey by Pennsylvania State University's Cooperative Extension Service indicated that preservation of farmland in particular and protection and conservation of the natural environment in general were placed among the highest priorities for government, even higher than crime prevention or repair of roads and highways. This establishment of priorities was higher among borough residents than township residents, the later of whom generally live in rural areas.[2]

Concern for the environment has resulted in several locally initiated efforts to provide pleasant natural surroundings. Some boroughs have taken active steps during the past couple of years to provide for protection and maintenance of trees on public land and to add trees to downtown areas previously devoid of them. Parks have received increased emphasis. Newly constructed retail stores, restaurants, and industrial establishments have included well-landscaped grounds as part of their new facilities. Some municipalities have ordinances which prohibit "nusiances" such as accumulated garbage, abandoned or junk cars, and manufacturing which may be considered offensive to sight, sound, or smell.

The county has few problems with industrial

pollution. Its people have been considerably more concerned with problems connected with the Three Mile Island nuclear power plant and its potential contamination of the environment. Yet, in a survey conducted in 1980 by U.S. Congressman Bud Shuster (in whose district the western half of the county lies), Cumberland County responses indicated that 63.7 per cent approved of the use of nuclear power as a means of reducing this nation's dependence upon foreign oil. Whether such a large portion of persons in the eastern half of the county--closer to TMI--would approve remains to be seen.

The county's populace has faced natural disasters several times within living memory. It has shown an ability to cope well in times of emergency. The damages caused by floods, high winds, and serious fires have been met with calm, courage, and a resolute determination to very quickly rebuild what has been lost.

Politics. The citizens are not highly politicized,[3] but do participate in their political responsibilities in varying degrees. Only a few people attend regular sessions or special hearings of local governing bodies unless a highly controversial issue is being aired.

A large proportion of persons eligible to vote do not do so, even during presidential and some gubernatorial elections. During the April, 1980, primary election, approximately 34.1 per cent of eligible voters went to the polls. During the following November election, about 75.2 per cent of the eligible voters were registered and approximately 60.6 per cent cast their ballots. This pattern has been common in previous election years.

The majority of county voters have voted consistently for Republican candidates at the state and national level during every election at least since World War II. Republicans had a 66-to-33 per cent registration advantage over Democrats during the November, 1980, election. Because they are so outnumbered in registered voters and political sentiment, local Democrats sometimes find it difficult to get qualified candidates to run against Republican incumbents.

Oddly enough, Democrats have controlled the county government structure in recent years, although one of the three commissioners and some office holders are now Republicans as the result of the November, 1979, election.

Government. Citizens' attitudes toward government officials appear to be somewhat ambivalent. They do not seem to have a high opinion of either the state or federal government. Informal interviews with many persons brought out a tendency to regard many politicians and government officials at those levels as being either incompetent or dishonest. There seems to be a higher regard for state government under the Thornburgh administration than under his predecessor. There also seems to be a high regard for most legislators who represent the county at state and national levels.

Local government officials elicit less mixed reactions. Most citizens are aware of and appreciate the efforts of many governing bodies to limit tax increases. They seem to recognize the problems faced by local governments in trying to provide adequate service in the face of high inflation.

The Cooperative Extension Service survey previously cited also sought to determine citizens' program and service priorities, i.e., what they want from government. The highest priority for people throughout the state and specificially in this county was given to the need for government to pay attention to citizens' concerns. Next in order of priority was communication of government decisions and policies to citizens. Table 14.1 enumerates the responses of Cumberland County respondents to this aspect of the survey.

This same concern of citizens about their relations with their governing bodies was reflected in a recent letter from Mr. Fred C. Noye, Pennsylvania state legislative representative, 86th District (which includes the western third of Cumberland County), in reply to a question from the Community Analysis Coordinator. He wrote:

> The one aspect of government that continually irritates the individual is the tremendous amount of regulatory control that the government has assumed over their private lives. People are asking to be left alone and to

TABLE 14.1

PROGRAM AND SERVICE PRIORITIES, CUMBERLAND COUNTY, 1980. PERCENTAGE OF RESPONDENTS GIVING "HIGHER" OR "MUCH HIGHER" PRIORITY*

Selected Program, Service, or Issue	Per Cent
Attention by government to citizen concerns	88.8
Communication of government decisions and policies to citizens	80.0
Preservation of farmland	80.0
Repair of state roads and highways	79.9
Protection and conservation of the natural environment	76.3
Safe drinking water	75.0
Public transportation between communities	74.8
Citizen participation in government	74.8
Civil emergency plans including evacuation	73.0
Crime prevention and police services	71.1
Open spaces in and around communities	70.6
Repair of local streets and roads	70.0
Public transportation within communities	66.3
Fire protection	41.8
Water and sewer systems	29.9
Construction of new streets, roads, and highways	23.4
Garbage collection and disposal	22.8

*The complete question was: "Here are some programs, services, and issues which will require decisions in the next decade. Compared to what is being done now, what priority do you want the following areas to have in the future?"

Source: Dan E. Moore *et al, Program and Service Priorities: Cumberland County,* Pennsylvania: The Citizens; Viewpoint Special Report, No. 65 (University Park, PA: The Pennsylvania State University Cooperative Extension Service, October, 1980), pp. 5-6.

have the government stop interferring in their lives with their multitude of rules and regulations. This is probably the number one gripe most heard. When you combine this with the present economic situation, we find the American citizens disillusioned and not optimistic about the immediate future. I sense an extreme lack of confidence in the traditional American institutions and in all public officials. The American public is looking for the voice of optimism and the traditional hero to restore what has been lost.[4]

Although Congressman Shuster's survey was neither constructed nor conducted to ensure scientific validity, it did elicit interesting responses to questions dealing with international policies and national programs. Results showed that 90 per cent of Cumberland County respondents favored reducing federal government spending even if it means eliminating some of the programs they support; 78.5 per cent wanted less spent on foreign aid; 78.5 per cent wanted less spent on foreign aid; 78.5 per cent wanted more money spent on energy development; 71.1 per cent wanted more spent on national defense; 74.3 per cent asked for less spending for regulatory activities; and 57.6 per cent asked for less to be spent on public housing.[5] Again, the reader must keep in mind that the respondents were from the very conservative western half of the county.

Law and order. The people of Cumberland County, like people in all societies, expect that laws will be promulgated and enforced to maintain order and tranquility in daily life. It is a law abiding county. The number of serious crimes is small and the rates of various categories of serious crime are small in comparison to even small cities such as Harrisburg.[6] Matters which disturb local citizens would hardly be noticed in many sections of any large city in the United States. The FBI calculates that there is one murder every twenty-seven minutes in the U.S.; there were six--tying a record set in 1972--in Cumberland County during 1980.

Serious crimes nationwide in 1979 rose 8 per cent above the 1978 level. Serious crimes in Pennsylvania rose 9.5 per cent during the period. The Greater Harrisburg Area's crime rate that year topped all metropolitan areas in the state and the statewide average. Although Cumberland County's rate rose slightly--7.8 per cent--it was still less than these rates and for those of some neighboring counties.[7]

This does not mean that the county's citizens are not concerned with illegal activities. They are aware of the incidents, but are not fearful as are many city residents. It is not unusual in some areas to find unlocked vehicles and residences when the owners are not present. Most people are not touched personally by crimes of any sort and have confidence in the ability of their various police forces (state, county, municipal, and campus) to maintain the peace. The work of the police is made easier by not being burdened with problems which are often associated with slums, skid rows, "hippie" neighborhoods, or homosexual neighborhoods, because such sections do not exist in the county.

What does concern many people are certain matters which especially involve young people, because these matters are more observable and "closer to home":

TABLE 14.2
CRIME INDEX TOTALS, SERIOUS CRIMES, 1977-1979
(rate per 100,000 pop.)

Year	Cumberland County	Pennsylvania	U.S.
1979	2,881.9	3,381.7	*
1978	2,075.8	3,092.1	5,109.3
1977	2,742.8	3,063.5	5,055.1

*Not available.
Source: Pennsylvania State Police.

TABLE 14.3
SERIOUS CRIME INDEXES, CUMBERLAND COUNTY AND PENNSYLVANIA, 1979
(rate per 100,000 pop.)

Crime	Cumberland County	Pennsylvania
Murder & nonnegligent manslaughter	1.1	6.0
Negligent manslaughter	0	0.4
Forcible rape	7.9	20.9
Robbery	38.4	148.2
Aggravated assault	65.0	148.7
Burglary	689.5	904.3
Larceny-theft	1,933.5	1,766.3
Motor vehicle theft	146.4	377.4

Source: Pennsylvania State Police, Bureau of Research and Development, *Uniform Crime Report Commonwealth of Pennsylvania Annual Report--1979* (Harrisburg: Pennsylvania State Police, [1980]), pp. A-1, B-17.

drug/alcohol use and rowdy or noisy behavior.[8]

Use of hard drugs has not shown itself to be a problem in the way that metropolitan areas find it to be so: large scale illicit drug traffic, high rates of death from drug overdose, etc., but hard drug use does exist in the county. However, marijuana use and consumption of alcoholic beverages are far more widespread among teenagers and even among children as young as 11 years of age. Six municipalities passed ordinances in 1980 prohibiting stores from selling drug paraphernalia (although one municipality has decided to withhold enforcement at least temporarily). Several other municipalities had such ordinances under consideration. Several also instituted ordinances during that same year banning consumption of alcoholic beverages in public. These latter ordinances are plainly aimed at young people, because there is no skid row problem and one rarely sees an adult drinking in public.

The problem of noisy behavior by young people resulted in the enactment during 1980 of curfews by

Carlisle, Wormleysburg, and Newville boroughs and stricter enforcement of existing ordinances in nearly all boroughs. Many borough residents, particularly those living in downtown areas or near parks, appear to be very sensitive to the noise problem.[9] This has led in a couple of instances to a proposed park (in Mt. Holly Springs) being opposed and an existing park (in New Cumberland) being threatened with closing. (For the point of view of some young persons in these matters, see the closing section of Chapter XIII.)

All juvenile offenses in the county are not limited to drug/alcohol use or nuisance matters. More serious crimes are committed, although by only a very small number of youngsters. Few cases are considered serious enough to warrant institutionalization. Of the 555 cases heard by the Juvenile Court in 1979, only 206 were considered serious enough for adjudication. Of these, 21 resulted in juveniles being sent to public institutions and 17 being sent to private institutions; the remainder were either placed in foster homes or put on probation.[10]

Police in the county generally are respected by the citizenry, but realize they have a public relations problem with younger residents. They seem to be at a loss as to how to correct this deficiency. They have made some notable efforts, though, to gain the confidence and goodwill of younger children by appearances at local schools and by an annual picnic-and-demonstration event called Kops and Kids Day in which all law enforcement departments in the county participate.

Concepts of morality have changed in Cumberland County as they have elsewhere in the United States--and as they will continue to do as long as mankind is capable of adapting to changing circumstances. Smoking marijuana--once an activity confined to popular musicians and then to hippies--is now widespread, even in "respectable" circles. Gambling, once considered immoral, is an open and highly popular activity, sponsored by the state, churches, and fire companies as a fund-raising activity. Many unmarried couples, who would once have been considered "living in sin," live together with the knowledge (though perhaps not total acceptance) of family, friends, and church.

Community leadership. Leadership in the community comes from several segments of the populace, so that no one faction controls politics, government, the economy, or the course of community development. Perhaps the two major sources of community leadership are: (1) those persons in official positions at the top of their local governments or political parties, and (2) the persons with long-standing family stature and considerable wealth. A third source of community leadership comes from the professional and business segment of the community, particularly the legal profession and the top echelon of large manufacturing concerns. These leadership elements provide overall leadership in the county and are largely conservative in political-philosophical-economic orientation. Such leadership as exists in the small liberal segment of the community tends to reside among those persons affiliated with either Dickinson College or Shippensburg State College.

Religion. As stated in Chapter, XIII, religion is a very important factor in the lives of many of the county's people. There is a strong--although not dominant and certainly not domineering--fundamentalist, "born again" element in this predominantly Protestant community.

For the most part, Protestants have been openly tolerant of Catholics and Jews. Some modest efforts have been made by clergymen to encourage better understanding among the major faiths.[11] Catholics and Jews perceive a much more hospitable climate for their religions now than twenty years ago. Yet, there is an undercurrent of anti-Catholic and anti-Jewish sentiment in the county.

Religious involvement in public matters has not been heavy. The one area in which controversy has arisen recently has been the matter of introducing prayers or religious instruction into public schools. With few exceptions, school boards have maintained strict separation between religion and public education.

Race. As with religion, the majority segment of the community (white) appears to be openly tolerant of the minority segment (black). There also appears to be a more hospitable climate for blacks than there was twenty years ago. Many more blacks are employed in white collar jobs in white businesses than even five years ago. There have been some recent efforts by individuals and groups of both races to foster better understanding among them.

Yet here, too, there is an undercurrent of intolerance toward the minority group, perhaps even more fundamental and deeply felt on both sides than in the case of religious intolerance. There has been no resurgence of the Ku Klux Klan, which operated openly in the county during the early 1920s, but a quiet hostility and distrust by many whites toward blacks still exists.

Only recently have blacks changed from "keeping a low profile" to speaking out in public concerning situations in which they feel they have been slighted by the white section of the community. This speaking out has not come in the form of hostility and anger, but in the form of frustration and sadness, and with a determination that conditions must improve.

Whatever hostility might exist among whites towards blacks does not appear to extend to orientals. This situation may exist in part because of the presence of very few orientals, all of whom are widely distributed throughout the eastern half of the county and in Shippensburg. It may also be due in part to the lack of any historical animosities which have been long-standing in black-white relationships.

Consumer awareness and buying habits. As stated in Chapter X, there is generally a feeling of trust and loyalty among consumers toward the county's businesses. The people are prudent in their buying habits and are aware of their rights as consumers. In instances where consumers feel they have been given poor service or merchandise, they do not hesitate to make matters known to the business involved, a local Chamber of Commerce, or the Consumer Affairs Office in Carlisle.

People take full advantage of special sales, thrift shops, flea markets, auctions, garage sales, and the use of coupons to get the most value for their dollars. An example which is pertinent to the primary purpose of this report concerns the purchase of books. Although bookstores are not the most popular type of business in

the county, any special sales of books at low prices, such as the sales given by libraries and the American Association of University Women (AAUW), can be assured of large numbers of customers.

FOOTNOTES

[1]Tri-County Regional Planning Commission, *Historic Preservation Plan, 1977* (Harrisburg: Tri-County Regional Planning Commission, 1977).

[2]Dan E. Moore *et al*, *Program and Service Priorities: Cumberland County*, Pennsylvania: The Citizens' Viewpoint Special Report No. 65 (University Park, Pa.: The Pennsylvania State University Cooperative Extension Service, October, 1980).

[3]Students at colleges in the county are not known for political activism, either.

[4]Letter, Fred C. Noye, Harrisburg, Pa., January 14, 1981.

[5]News Release, Congressman Bud Shuster, 9th District, Pennsylvania, Sept. 26, 1980.

[6]Pennsylvania State Police, Bureau of Research and Development, *Uniform Crime Report Commonwealth of Pennsylvania Annual Report--1979* Harrisburg: Pennsylvania State Police, [1980]).

[7]Article, *The Patriot*, May 1, 1980; Article, *The Patriot*, June 25, 1980; Article, *Evening Sentinel*, June 26, 1980.

[8]An example: of arrests made by Carlisle police during September, 1980, 30 per cent were for underage drinking and 22 per cent were for disorderly conduct (mostly by teenagers). The Cooperative Extension Service survey referred to in this chapter also brought forth the finding that Cumberland County respondents considered programs to deal with teenage drug and alcohol abuse to have the third highest priority among sixteen programs and services for attention during the 1980s. Dan E. Moore, Anne S. Ishler, and Polly P. Lame, *Community Issues in the Capital Region* (University Park, Pa.: The Pennsylvania State University Cooperative Extension Service, [1980]), pp. 8-9.

[9]Young people are not the only recipients of public anger concerning noise. Some municipalities have ordinances which prohibit dogs from making "loud or harsh noises" and impose fines on the owners of the guilty animal.

[10]Irvin L. Groninger, Chief Probation Officer, Cumberland County Probation Office.

[11]Of all community institutions, Dickinson College has been most active and most effective in this endeavor, particularly in fostering better understanding between Christians and Jews.

PART II

THE LIBRARIES

CHAPTER XV

LIBRARY ORGANIZATION AND OPERATION

This chapter is concerned primarily with the libraries which are part of the Cumberland County Library System (CCLS). Other libraries will be discussed in terms of how they relate to and supplement the CCLS libraries.

This report, unlike many community analyses which are written for libraries, will not attempt to measure library performance according to American Library Association (ALA) or other standards. For example, it will not try to determine per capita circulation, per capita amount of shelf space, or per capita expenditure for books.

One problem in using the ALA standards is that they are about eighteen years old and have not been brought up-to-date. Also, libraries are not always comparable for many reasons, most of which grow out of each library's local circumstances. Libraries offer varied services to diverse users in many kinds of communities with different types of budget constraints. Innovation and imagination on the part of library personnel in a particular library may result in better service to users than in another library equivalent both in size and budget. Greater expenditure per capita does not by any means always result in better service.

The ALA has recognized these problems and has decided to move away from the use of its standards in evaluating library performance. The organization has recently developed a planning process which can be applied to any library.[1] The process involves establishment of a planning committee, development of planning cycles (that is, which tasks will take place during which time periods), determination of the kinds of data needed for planning, collection and evaluation of the data, and use of the data. While the ALA planning process may not be best for all libraries under all circumstances, it provides a more than adequate guide to planning for effective, efficient libraries and can be modified easily for local circumstances. Other excellent planning systems are available which may be used in conjunction with or as substitutes for ALA's system.

Once a library has developed a planning process and programs for development, it can then use newly-established individualized standards to determine how well it is meeting its objectives.

History. The earliest library in the county was that of Dickinson College in Carlisle. It was begun after organization of the college in 1783. Following are the dates of organization of other libraries, none of which were free libraries:[2]

Irving Female College (Mechanicsburg)	1857
Cumberland Valley Institute (Mechanicsburg)	1860
Soldiers' Orphans School (Camp Hill)	1868
Cumberland County Law Library (Carlisle)	1869
Library & Library Association (Mechanicsburg)	1872
Cumberland Valley State Normal School (Shippensburg)	1873
Hamilton Library & Historical Society (Carlisle)	1874

People of the 19th century who were willing to travel to find certain books could go to one of the many libraries in Harrisburg, York, Gettysburg, and Chambersburg, some of which were free public libraries.

Free libraries were late in coming to Cumberland County. The following table lists the dates the libraries opened, the dates they were located on their present sites, and the dates on which extensions were added to the buildings.

The Cumberland County Library System was organized as a loose federation of the free public libraries in January, 1966, but did not actually begin serving in an effective capacity until 1975. The change was brought about because the individual libraries were not meeting minimum standards for eligibility for state financial aid. They realized that only through effective, concerted action via a system could such standards be met by all.

TABLE 15.1
LIBRARIES OF THE CUMBERLAND COUNTY LIBRARY SYSTEM

Library	Date Opened	Present Location	Extension Added
Amelia S. Given Free Library	1889	1889	
Bosler Free Library	1946*	1899	
Mechanicsburg Area Public Library	1961	1962	1974
New Cumberland Public Library	1941	1976	
John Graham Newville Public Library	1960	1961	
Shippensburg Public Library	1934	1957	1968
West Shore Public Library	1957	1967	
Plainfield Mini-Library	1977	1977	

*Originally opened in 1900, but did not become a free library until 1946.

For convenience, each of the CCLS libraries will be referred to in this chapter by the short name by which it is commonly known:

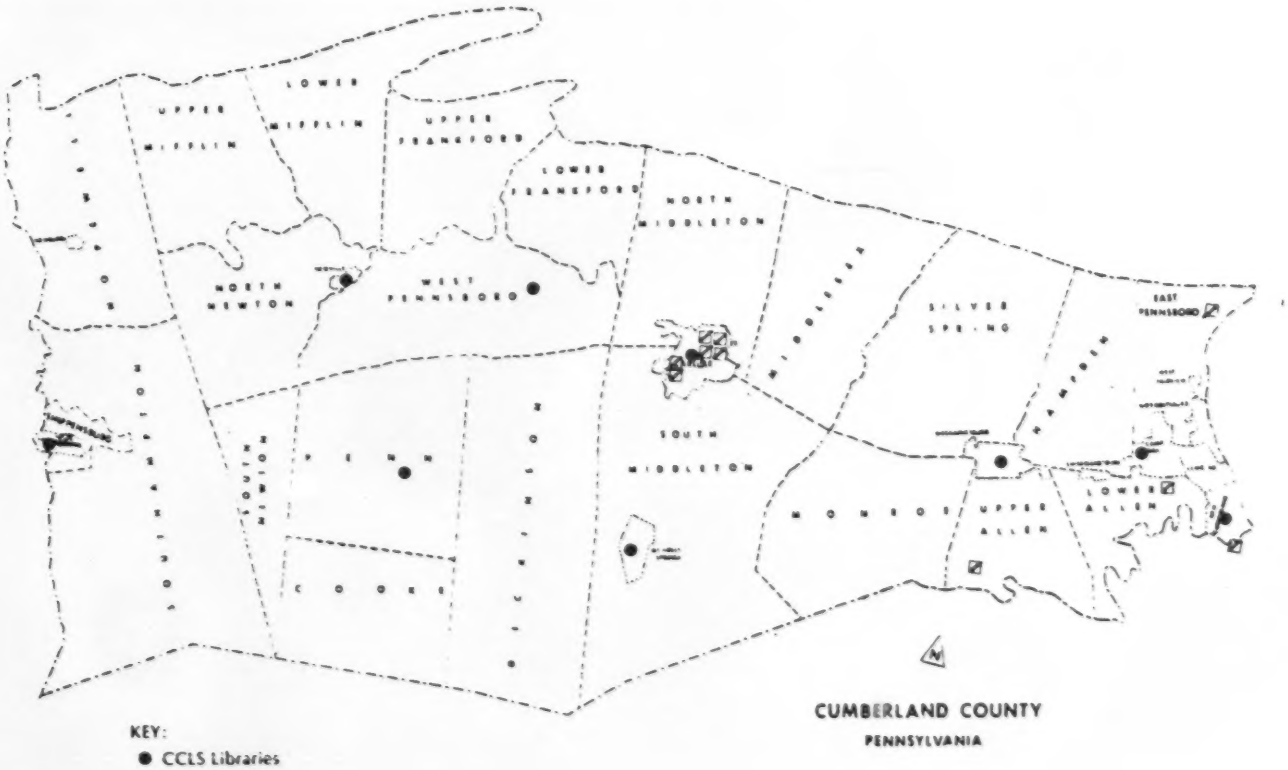
Amelia Given Library
Bosler Library
Mechanicsburg Library
New Cumberland Library
Newville Library
Shippensburg Library
West Shore Library
Plainfield Mini-Library

Location. Table 15.2 shows the location of CCLS libraries in relation to other major aspects of the community. (The CCLS Office is located adjacent to the Bosler Library.) Such factors must be taken into consideration when evaluating facilities and developing plans and programs for a library. For the most part, the CCLS Office and system libraries are well located within their service areas.

Governance and by-laws. All libraries in the state which are part of the state financial aid program must adhere to the provisions of the Library Code and its amendments. The Code relates to the establishment, operation, and maintenance of the State Library and public libraries; provides for state and local assistance; imposes duties upon public officers; and provides penalties for the misuse of library property.[3] There are also general state laws which have provisions directly affecting some facet of library operations, even though libraries may not be mentioned specifically.

State supervision extends from the State Library, which is under the Pennsylvania Department of Education, through one of the twenty-seven District Library Centers. These centers maintain strong central book collections and offer supplementary services to local libraries: interlibrary loan, reference service, consultant services, professional training, and other broad-based services. The District Library Center for Cumberland County is located at the Dauphin County Library in Harrisburg.

The CCLS and each of its member libraries (except the Plainfield Mini-Library, which is directly under the CCLS



Map 15.1.--Cumberland County Library System and Other Major Libraries, 1981

TABLE 15.2
LOCATION FACTORS OF CCLS LIBRARIES

Factor	Amelia Givin	Bosler	Mechanicsburg	New Cumberland	Newville	Shippensburg	West Shore	Plainfield
On main thoroughfare	X	X	X			X		X
At or near a major intersection		X	X				X	
In or adjacent to a large shopping district		X				X	X	
Available parking	Street	Street, Parking lot	Street	Parking lot	Street	Street, Parking lot	Street Parking lot	Parking lot
Convenient public transportation	X	X		X			X	
Adjacent to a residential area	X	X	X	X	X	X	X	X
In a stabilized area	X	X	X	X	X	X	X	X

Office) are governed by a board of trustees and have by-laws providing the authority by which they operate. All by-laws are in writing and most are up-to-date. The County Library Board consists of representatives from each of the individual library boards plus two members appointed by the County Commissioners. Library board members serve for periods ranging from three years to an indefinite period, depending upon the board. In instances where trustees serve for specific time periods, their terms overlap to ensure continuity. Membership can be terminated if a member fails to attend a specified number of consecutive meetings.

The size of boards, the number and composition of their committees, and the degree of involvement in library operations vary from board to board. All boards, however, make policies and decisions involving library finances, personnel, operating hours, property, and services. Some are also involved in matters relating to the purchase of books and specific operating procedures.

Trustees are selected for one or all of the following reasons: (1) interest in the library and ability to make a positive contribution, (2) interest in public service in general, and (3) political reasons. Therefore, members' contributions vary in proportion to their commitment to the need for adequate library service. Most trustees fit within the first two categories. Whatever the category, though, members of some boards reflect the inherent conservatism of the community at large, resulting in a go-slow--or even stand still--policy concerning the development of their libraries. All too often, the same trustees serve year after year, preventing newcomers from injecting fresh ideas into their activities. Even those members sincerely interested in their libraries and willing to adopt progressive measures for library improvement sometimes do not take it upon themselves to become properly informed of what actually is happening in their libraries or of the steps which can be taken to upgrade the efficiency and effectiveness of their libraries in accordance with modern practices. Further, levels of technical advice and education about library operations vary from library to library, depending upon the library director.

Policies and procedures. Each CCLS library has written policies and procedures covering such items as registration of users, selection of materials, weeding of collections, acceptance of gifts, holidays, circulation of materials, fines, hours of operation, putting books on reserve, use of the copy machine, interlibrary loans, requests for information, cataloging new items, and various matters dealing with library personnel.

Some policies are uniform throughout the system.

TABLE 15.3
RATINGS OF PHYSICAL CHARACTERISTICS
OF CCLS LIBRARIES (1=lowest)

Characteristic	Amelia Givin	Bosler	New Cumberland	Mechanicsburg	Shippensburg	Newville	Plainfield[a]	West Shore
General outward appearance (cleanliness, state of repair)	3	2	5	5	5	3	5	5
Adequate parking	3	3[b]	5	3	5	3	5	5
Adequate sign-posting (exterior, interior)	3	4	5	5	4	3	-	5

	Amelia Givin	Bosler	New Cumberland	Mechanicsburg	Snippensburg	Newville	Plainfield	West Shore
General interior appearance (uncluttered, uncrowded, neat, clean)	3	3	5	5	5	3	4	5
Fire safety	1	1	4	1	4	1	1	4
Lighting (adequacy, efficiency)	4	4	5	5	4	4	5	5
Adequate heating/cooling system	2	1	5	4	5	2	4	5
Energy efficiency of building	1	1	5	4	3	2	4	5
Ease of access to building by handicapped/elderly)	1	1	5	1	1	1	1	3
Ease of access to all public areas by handicapped/elderly	4	2	2	2	2	4	-	2
Location of front desk for ease of operations, convenience of users	5	3	5	3	2	4	-	5
General layout for ease of operations, convenience of users	4	2	4	3	2	3	-	5
Ease of access to books on top shelf	1	5	5	4	5	3	5	5
Ease of access to restrooms	5	2	4	2	3	4	5	5
Adequacy of restrooms	1	1	5	4	4	3	5	5
Ease of location of card catalogue	4	5	4	5	3	3	-	5
Special activity rooms for users	1	4	5	3	5	1	-	5
Sufficient chairs, tables for users	3	3	5	4	5	4	2	5
Condition of chairs, tables for users	3	3	5	4	5	4	3	5
Adequate children's section	2	3	5	5	4	2	-	5
Adequacy of workrooms, offices for staff	1	2	3	3	5	1	-	5
Adequacy of amenities for staff (lounge, lockers, stove, refrigerator)	1	2	2	3	1	1	-	5

[a]For the Plainfield Mini-Library, many characteristics are not amenable to rating. The facility is not a separate structure. It is in the basement of a church.

[b]There are many parking spaces in a rear lot, but the lot is in very poor condition, which prevents maximum use.

Positive steps were taken in the direction of uniformity during 1980, but several important policies had not been made uniform as of the end of 1980, e.g., categorization of users by age (pre-schoolers, juveniles, youth, adults), disposition procedures for periodicals, and vacation policies for library personnel.

Physical facilities. None of the libraries in the county are identical or even similar. Each has its unique characteristics--good and bad--which allow it to stand out from any other library. CCLS libraries provide examples of a wide range of architecture from Victorian to modern, from private homes converted into libraries to buildings built specifically as libraries, from buildings with inadequate lighting and temperature controls to structures with ample lighting and comfortable year-around temperatures.

Table 15.3 lists a variety of physical characteristics and provides a rating for each characteristic in each library. The ratings are based solely upon the author's observations, research, and opinions. They are on a scale from 1 to 5, with 1 being the lowest. Low ratings should not reflect in any way upon the competence of the library directors or their staffs, because many, if not most, inadequacies have been imposed upon them by budgetary constraints not within their control. Total scores are not given, because the ratings are not meant to be used for rank ordering the libraries. They are to be used solely as an indication of the strengths and weaknesses of individual libraries.

Personnel. The head librarian at each of the libraries except the Plainfield Mini-Library has the title of Library Director. However, Newville's director is a member of its board of trustees, is unpaid, and does not work full-time. Plainfield is supervised by the CCLS Coordinator and is operated by an acting librarian.

Table 15.4 indicates the numbers and kinds of employees in the library system. Volunteers and maintenance personnel are not included. The reader may wish to compare this table with Tables 15.5, 15.6, and 15.10 to determine if the library servicing the area in which he or she lives is able to provide adequate service in terms of sufficient personnel and the number of hours the library is open to the public.

There is considerable uniformity among library personnel in terms of sex, race, and nationality. Except for most maintenance personnel and one or two pages, employees within the system are female. There are no blacks either employed or serving as volunteers within the system. Our library employes a woman from India as a page; all other employees are U.S. citizens.

The CCLS Office has a half-time Coordinator and a half-time clerk typist--insufficient for the amount of work required to make the system as effective as it could or should be. The position of Coordinator calls for a professional librarian. The present Coordinator is a professional librarian actively working on her master's degree in library science, which will fully qualify her for certification as a professional librarian.

TABLE 15.4
NUMBER AND TYPES OF EMPLOYEES WITHIN
THE CUMBERLAND COUNTY
LIBRARY SYSTEM, JAN. 1, 1981 (Full-time equivalents)[a]

Unit	Professional[b]	Provisional[c]	Library Assistant[d]	Other Librarians & Clerical[e]	Pages	Totals
CCLS Office	0	.5	0	.5	0	1.0
Amelia Given Library	.7	0	.3	.5	0	1.5
Bosler Library	3.9	1.0	0	3.3	.9	9.1
Mechanicsburg Library	0	0	.7	4.0	0	4.7
New Cumberland Library	0	1.0	.7	2.2	0	3.9
Newville Library	0	.5	0	1.0	0	1.5
Shippensburg Library	1.5	.4	0	3.9	0	5.8
West Shore Library	3.8	.5	0	8.2	1.4	13.9
Plainfield Mini-Library	0	0	0	.2	0	.2
Totals	9.9	3.9	1.7	23.8	2.3	41.2

[a]These figures are shown as full-time equivalents in order to present a more realistic picture of coverage of service than would be shown by enumerating individuals on a one-by-one basis.

[b]Five-year degree in librarianship.

[c]Four-year degree (any field) plus twelve credit hours in library science.

[d]Two years of college credit in any field plus nine credit hours in library science.

[e]Includes persons called "library assistants" and clerical personnel, none of whom have a professional library education.

TABLE 15.5
RANGE OF HOURS WORKED PER WEEK
BY EMPLOYEES WITHIN THE CCLS, 1980

Unit	Maintenance Personnel	All Others
CCLS Office	-	20 - 22
Amelia Givin Library	Varies	7 - 23
Bosler Library	13	7 - 36
Mechanicsburg Library	5	8 - 35
New Cumberland Library	14	10 - 35
Newville Library	0	10 - 20
Shippensburg Library	10	9½ - 35
West Shore Library	Varies	18 - 37½
Plainfield Library	0	7

The following table shows the range of hours worked per week at each library and the CCLS Office. It must be kept in mind, however, that the Coordinator and library directors often work additional hours per week beyond normal work hours in order to accomplish the many tasks with which they are faced. Other employees occasionally work additional hours, but are compensated for the extra hours, either with payment or time off.

Table 15.6 roughly indicates the annual wages and salaries paid within the system. The figures are as of January, 1981.

TABLE 15.6
WAGE AND SALARY RANGES WITHIN THE CCLS
(AS OF JANUARY, 1981)

Unit	Head Librarian	Main-tenance	All Others
CCLS Office	$7,644[a]	-	$3,880
Amelia Givin Library	6,000	$500	2,640 - 3,135
Bosler Library	14,000	2,264	1,568 - 9,575
Mechanicsburg Library	6,000	1,500	1,340 - 3,967
New Cumberland Library	13,615	3,200[c]	1,758 - 7,820
Newville Library	3,350[b]	-	1,675 - 3,350
Shippensburg Library	9,293	1,659	1,828 - 5,930
West Shore Library	17,940	[d]	1,842 - 13,781
Plainfield Mini-Library	1,219	-	-

[a]For the CCLS Office, the figure shown is for the Coordinator.

[b]The Library Director is non-salaried and is a member of the Board of Trustees. The figure shown is for the Librarian.

[c]Two-thirds of this amount is paid by the library, one-third by the borough of New Cumberland.

[d]A commercial cleaning team is paid $125 per week--$6,500 per year. A gardener/handiman receives $4,335 per year.

Some employees have various fringe benefits such as paid vacations, sick leave, and medical insurance. Fringe benefits vary from library to library and even within the same library.

Some libraries have written personnel policies covering all expectations of personnel and all benefits and rights due them, but such written policies are not in all libraries nor are they uniform throughout the system. The same may be said of written job descriptions reflecting the responsibilities and qualifications for each job. A written job performance evaluation system for employees is a rarity among CCLS libraries.

Despite shortcomings in wages, salaries, and fringe benefits, there is surprisingly little job turnover among regular employees. Also, nearly all of the employees are dedicated in the performance of their duties and motivated with the concept of providing good service to the library uses. Most are friendly and helpful toward library users and are competent in the performance of their duties. Library directors make themselves accessible to users as well as employees. They devote considerable time and effort to improve the effectiveness of their employees and their library's operation.

Finance. This is unquestionably the most complex, difficult, and frustrating aspect of CCLS library operations. That this is so is unfortunate, because the financial element is the keystone upon which all other aspects of library activity rest.

Funding of libraries comes from numerous and diverse sources:

- Federal and state grants in aid
- Local government support (mostly appropriations, but also loans)
- School district contributions
- Donations from business and private individuals
- Foundation grants and gifts
- Endowments from estates
- Donations from civic groups
- Fund raising efforts by libraries, Friends of the Library groups, and fund raising organizations
- Fees for library services
- Trust income
- Dividend and interest income
- Memberships (i.e., for persons not local residents)

As an example of the funding diversity, Shippensburg Public Library received income from eighteen source categories during 1979. Within each category there was a variety of separate sources.

Federal funds are distributed in the form of:

1. Regular grants or matching grants under the Library Services and Construction Act (LSCA), Title I (services), Title II (construction), or Title III (interlibrary cooperation).

2. Other sources, such as special relief funds following natural disasters and special funds relating to other, nonlibrary, federal programs.

State funds are distributed by a set of complex formulas--recently revised by the State Legislature as Act 200 of 1980--which spell out the criteria for distribution of funds and the numerical parameters to determine their allocation. State aid is vital to public libraries (see Graph 15.2). However, its formulation is so complex and indeterminate for library executives and boards of trustees that it is difficult for them to take into

consideration when budgets must be developed.

Local government funds are distributed in rare instances in the form of loans, but most often by county or municipal expenditures based on revenues. The amount of money from these sources is very difficult to predict--and therefore difficult for libraries to include in their budget proposals. Local governments sometimes vary their expenditures for libraries from year to year (this is also true for funds from school district expenditures). The variation comes from the particular circumstances involved in compiling each of their own budgets: changes in anticipated revenues and competing demands for other expenditures. An example of this is shown in Table 15.7 which indicates the amount of municipal expenditures between 1976 and 1979 and the budgeted expenditures for 1980 for libraries and for parks and recreation. The disparity is evident.

TABLE 15.7
CUMBERLAND COUNTY MUNICIPAL EXPENDITURES FOR LIBRARIES AND PARKS & RECREATION, 1976-1980 ($1,000s)

	1976	1977	1978	1979	1980*	Percentage Increase 1976-1980
Libraries	159	183	177	181	182	15%
Parks & Recreation	799	801	811	1,277	1,399	75%

*Budget amount.

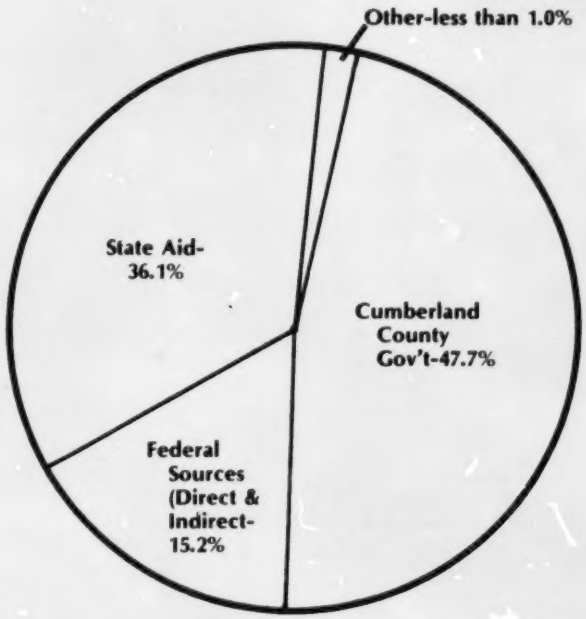
Not all municipalities provide funds for CCLS libraries, even though library users live in all of the county's municipalities. During 1980, eighteen municipalities gave money to the CCLS libraries ranging from several hundred dollars to $73,000; sixteen municipalities gave nothing. The same situation exists for nearby local governments in adjacent counties. Although their citizens use CCLS libraries, some give funds for the libraries (e.g., York and its Fairview Township), but others do not (e.g., Dauphin County).

There is absolutely no equalization of expenditure by municipalities for libraries which serve residents of those municipalities. A typical example appears in Table 15.8, which shows the unequal financial relationships between the Bosler Library and municipalities whose residents receive most of its services.

TABLE 15.8
FINANCIAL RELATIONSHIPS BETWEEN BOSLER LIBRARY AND MUNICIPALITIES IN ITS SERVICE AREA, 1980

Municipality	1980 Percentage of Library Income	1980 Percentage of Borrowers	Total Amount Given to Library
Carlisle	19.7 ($24,000)	50%	$326,125 (Since 1957)
Dickinson Township	0.1 ($175)	4%	$775 (Since 1974)
Middlesex Township	0.6 ($750)	5%	$3,750 (Since 1969)
North Middleton Twp.	1.2 ($1,500)	17%	$8,200 (Since 1967)
South Middleton Twp.	0.7 ($800)	12%	$3,300 (Since 1975)

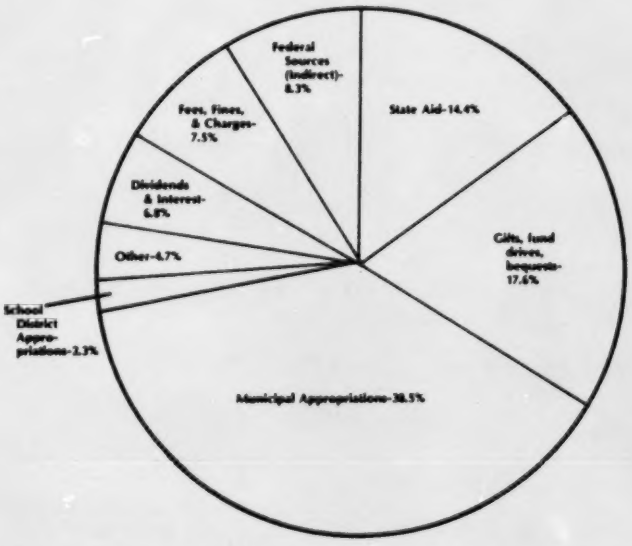
Graph 15.1 and 15.2 shows the sources of funds for the CCLS Office and all libraries within the system for the years 1977, 1978, and 1979. Proportions of funds received from the various sources shown in Graph 15.2 vary slightly from year to year. The grouping of sources into a relatively select few categories masks the considerable variety which exists.



Graph 15.1.--Sources of Income, CCLS Office, 1977 through 1979 (percentages).

Note: The chart is based on total income of $604,000 apportioned each year as follows: 1977 - $142,000; 1978 - $240,000; 1979 - $220,000. However, only a very small portion of this money is for salaries and operation of the CCLS Office. Most is reapportioned to libraries within the system. (See Graph 15.3.)

Source: CCLS Public Library Annual Reports.



Graph 15.2.--Sources of Income, CCLS Libraries, 1977 through 1979 (percentages).

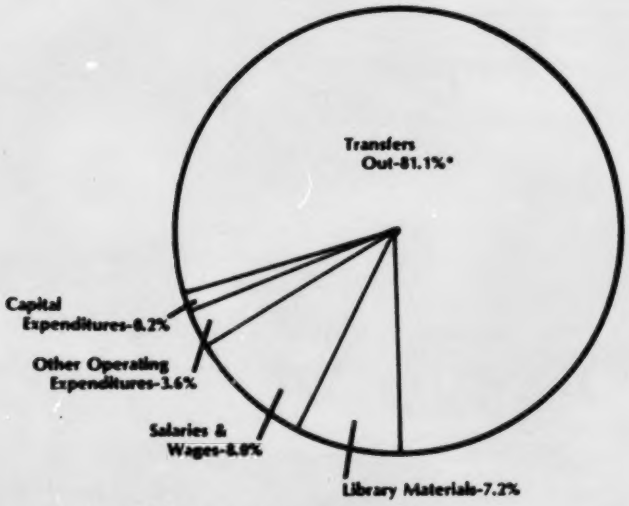
Note: The chart is based on total income of $1,373,000

apportioned each year as follows: 1977 - $402,000; 1978 - $428,000; 1979 - $543,000.
Source: CCLS Public Library Annual Reports.

All too often, libraries must obtain revenues by going "hat in hand" to potential sources, especially at the local level, attempting to get funds by a combination of salesmanship, cajoling, begging, and shaming. Such funding methods generally provide erratic, often last-minute, revenues. They are haphazard and nearly always make the parties involved feel uncomfortable. This method of obtaining revenues does not always produce results. For example, the West Shore Library has developed a budget which, after considerable effort to seek funds and cut costs, will have a deficit of over $17,000.

Budgeting for expenditures is as complex as determining sources of revenue. This is true for two reasons: (1) the difficulty of accurately determining revenues, and (2) library activities are quite varied, creating many demands upon available funds. Again using Shippensburg Library as an example, the library has four major categories of expenditures, twenty-six sub-categories, and sixteen sub-sub-categories.

Graphs 15.3 and 15.4 show a comparison of total expenditures for the CCLS Office and system libraries for 1976 through 1979. As many organizations have discovered, the largest category of expenditures involves payment of personnel. As is indicated in this report, even such a large proportion of expenditures for salaries and wages does not ensure sufficient payment.



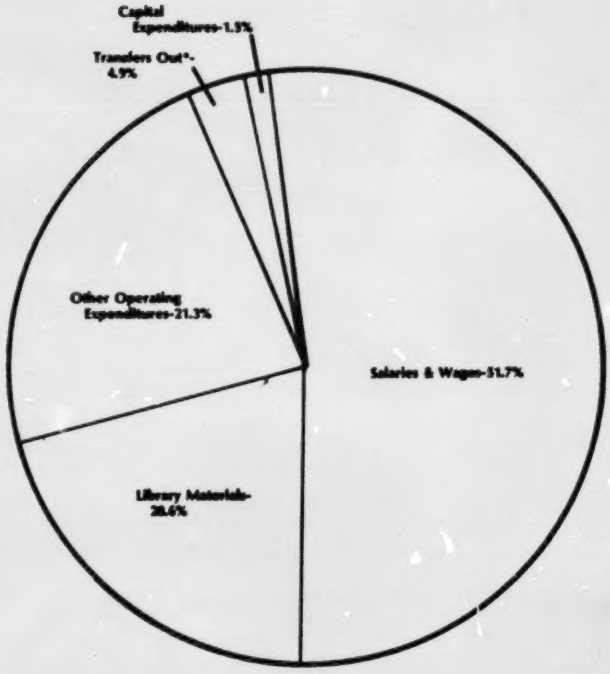
*Transfers out to CCLS libraries.

Graph 15.3.--Distribution of Expenditures, CCLS Office, 1977 through 1979 (percentages).

Note: This chart is based on total expenditures of $614,000 apportioned each year as follows: 1977 - $130,900; 1978 - $233,000; 1979 - $249,800.

Source: CCLS Public Library Annual Reports.

As in other areas mentioned in this report, costs for facilities, equipment, and material have increased rapidly in recent years because of inflation. A



*Transfers out to other funds.

Ralph 15.4.--Distribution of Expenditures, CCLS Libraries, 1977 through 1979 (percentages).

Note: The chart is based on total expenditures of $1,619,000 apportioned each year as follows: 1977 - $486,200; 1978 - $522,000; 1979 - $611,400.

Source: CCLS Public Library Annual Reports.

photocopier capable of heavy public use may cost $4,000. Individual books, especially reference books, often cost between $10 and $40, even with discounts libraries may get from book distributors and publishers. The average per-volume price of hardcover books (eliminating all volumes priced $81 or more) during 1979 was approximately $18.95.[4] The cost of utilities, postage, records, films, and building repairs have risen sharply. Unfortunately, salaries have not kept pace with inflation. Raises are often sacrificed due to budget limitations. Minimum wage increases mandated by law are about the only wages which have increased steadily.

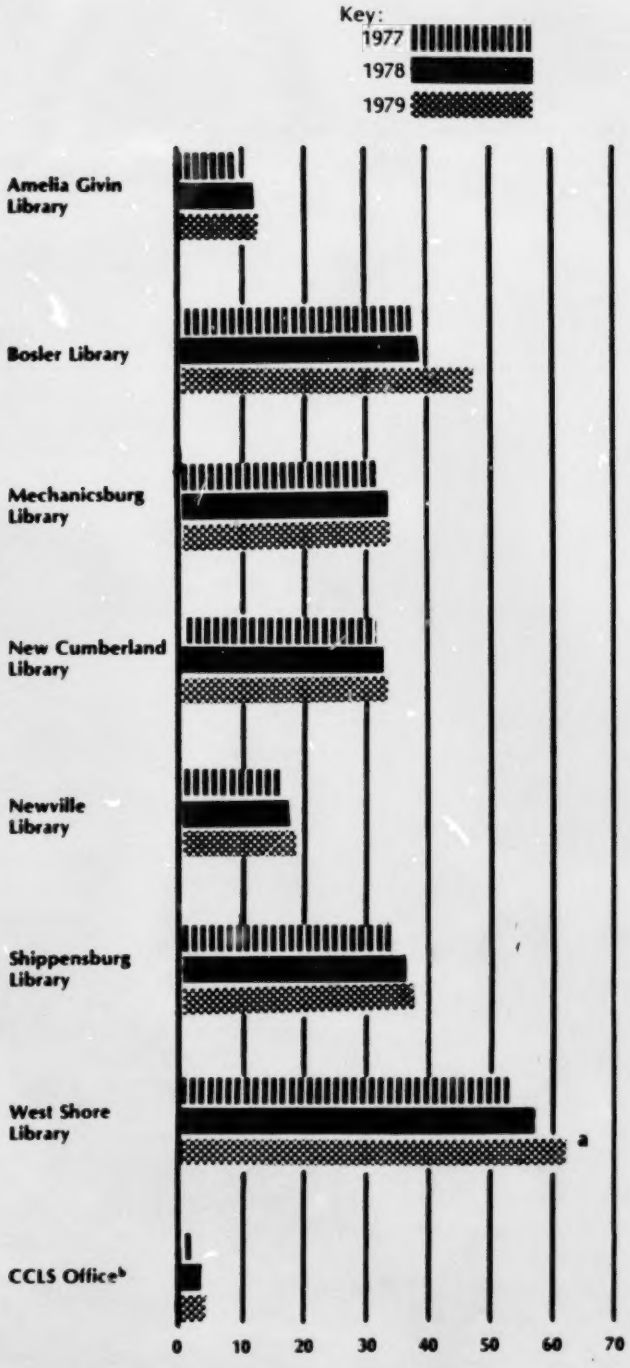
Local governments have not increased their allocations to libraries even to maintain par with inflation. In fact, some have even reduced their allocations without due regard for inflation's impact on the libraries.

Materials collections. Graph 15.5 shows the number of cataloged items in each CCLS library during 1977 through 1979. The total number increased during this period from 217,987 to 246,762. Approximately 27 per cent of these were in the libraries' juvenile collections.

Table 15.9 shows the number of periodicals to which each library subscribed during the same period. The number of periodicals remained rather stable, except in the Newville and West Shore Libraries, which increased the number to which they subscribe.

Considerable progress was made in 1980 by the system libraries in developing their book collections. The largest step was taken with the receipt of an LSCA Title I matching funds grant of $85,000 ($45,000 from the State

Library and $40,000 from the county government) specifically for the purpose of collection development. Part of the money received by each library was allocated to the development of its reference collection; the remainder went to its general collection. Part of the funds was to be spent during 1980 and part during 1981.



[a]Includes cataloged vertical file materials not counted previously.

[b]Includes Plainfield Mini-Library and materials such as large print books and items for home-bound persons which are now handled by each library.

Graph 15.5.--Cataloged Items within the CCLS, 1977-1979 (1,000s).

The task of weeding collections is nearly as important as adding to collections. Old *and* out-of-date items or items very seldom circulated must be weeded from the collection to make room on the shelves for more desirable items and to provide more useful choices for users. Nearly all of the system libraries have made a determined effort, especially in 1980, to rid their collections of useless material. More work remains to be done. Weeding is, in fact, a regular process which should be done on a continuing basis.

TABLE 15.9

NUMBER OF PERIODICAL SUBSCRIPTIONS WITHIN THE CCLS, 1977-79

Library	1977	1978	1979
Amelia Givin Library	35	36	36
Bosler Library	100	100	107
Mechanicsburg Library	51	49	49
New Cumberland Library	74	77	74
Newville Library	10	12	15
Shippensburg Library	88	81	89
West Shore Library	114	132	143

An important tool used in conjunction with the weeding process is an analysis of circulation in terms of books' imprint dates. In other words, how old or how new are the books which circulate and do not circulate, and what is the frequency of circulation in terms of imprint dates? This matter is discussed in more detail under **"Circulation"** below.

Most libraries have a broad selection of books and periodicals in all subject categories to interest the people who live in their service areas. There are some subjects, however, which are not sufficiently covered in some libraries. For example, half of the libraries have four or fewer books concerning any aspect of firefighting, which is a topic of considerable interest in all areas of the county. None has any periodicals primarily devoted to home computers--although some carry magazines which include such information--despite a rapidly growing interest in this matter.

Most of the libraries possess books which may seem highly controversial to some persons in the community because of their sexual or political orientation. Yet, the libraries have not shied away from controversial subjects because of the possibility of public censorship or because of well-meaning censorship by any librarian. On the contrary, book selection policies are based on the "right to read" concept and the idea that more than one side of a controversial issue should be represented in a library's book collection. Whether purchasing decisions are made by head librarians or boards of trustees, these concepts are followed.

Hours and services. Because of budgetary limitations, not all system libraries are able to provide full-time service. They are open a total of 7 to 68 hours per week, with the fewest number of hours generally on Saturday. None of the libraries is open on Sunday. The CCLS Office is open from 9 A.M. to 1 P.M., Monday through Friday, although it is occasionally open during afternoon

hours when the clerk typist works overtime. In all of the libraries, personnel work during hours when the libraries are not open to the public in order to complete the considerable amount of administrative and technical work which must be done.[6] The following table indicates the number of hours the CCLS Office and libraries are open to the public each day. Appendix VIII lists the specific hours. That half the libraries can provide public service for fifty-eight or more hours per week is significant when one considers the potential limitations imposed by the lack of a sufficient number of personnel in terms of full-time equivalents (see Tables 15.4 and 15.5).

TABLE 15.10
CCLS HOURS OPEN FOR PUBLIC SERVICE, JANUARY, 1980

Unit	Mon.	Tue.	Wed.	Thu.	Fri.	Sat.	Total
CCLS Office	4	4	4	4	4	0	20
Amelia Givin Library	5½	5½	5½	5½	3	2	27
Bosler Library*	11	11	11	11	11	7	62
Mechanicsburg Library	9	9	9	9	9	4	49
New Cumberland Library	11	11	11	11	7	7	58
Newville Library*	2	4	6½	6½	6½	2½	28
Shippensburg Library	11	11	11	11	11	3	58
West Shore Library	12	12	12	12	12	8	68
Plainfield Mini-Library	5		2				7

*Reduced number of hours during summer months.

Despite budgetary limitations, the library system is able to provide a wide range of services, primarily because of extraordinary efforts by library directors to get maximum benefit from each dollar and each of their personnel. Although particular services may be limited at any one library, system cooperation makes a nearly complete range of services (in variety, if not in depth) available to the community. In addition to the book lending service and availability of periodicals with which everyone is familiar, the following special services are offered:

Reference:
Research service is available for virtually any question a user may present either in person or by phone.[7]

Interlibrary loan:
If a particular library or the library system does not have the material requested, library personnel will request it from another library in the county, the District Center, another library in Pennsylvania, or a library in another state. The CCLS is tied by phone into the Ohio College Library Center (OCLC) and other computer networks via the District Center.

Film lending service:
Each library has a small collection of 8mm films on a rotating basis for loan. They also have film catalogs for ordering 16mm films. Projection equipment may also be borrowed.

Phonograph records, tapes, slides, and film strips:
Most libraries have phonograph records available for loan; a few have tapes and slides for loan. Some have film strips available for loan. Equipment for the use of these items is available.

Microfilm reader/printer:
A large selection of microfilmed periodicals and documents is available.

Art prints and reproductions, maps, special information posters, and dress patterns:
Users may borrow these items just as they borrow books.

Homebound delivery:
Books and puzzles are mailed to persons who are homebound due to illness or disability.

Service to nursing homes:
Books and records are delivered to several nursing homes within the county.

Large print books:
Books with special large print may be borrowed by persons with visual problems.

Photocopiers:
Most libraries have a photocopier for use by the general public at a nominal fee, usually 10¢ or 15¢.

Book reviews:
Some of the libraries have regular programs sponsored by Friends of the Library.

Children's services:
There are special programs such as story-telling for pre-schoolers, summer reading programs for elementary age children, and films and other entertainment for children of all ages.

Film showings:
Several libraries have film presentations for the general public at which "classic" or vintage films are shown. Some libraries also show special subject films which are followed by discussion periods.

Meeting rooms:
Four libraries have rooms which may be used by local organizations for meetings.

Bulletin boards:
Several libraries have bulletin boards on which library and public service announcements are displayed.

Display cases:
Four libraries have display cases for displays of library materials or special interest items loaned by local organizations. Some also display works by local artists and school children in other areas of their buildings.

Prison library assistance:
Bosler Library provides special assistance to the Cumberland County Prison in Carlisle by making visits twice a week to the small prison library for the purposes of providing books on a rotating basis and maintaining the library's collection.

The CCLS Office provides services to users through member libraries. It also provides services specifically for the libraries.

1. **Services to users.** The CCLS Office monitors the circulation of large print books on a rotating basis, maintains a small collection of puppets for circulation on a rotating basis, has a small collection of filmstrips, and maintains a union catalog for all books in the system, with each catalog card showing the library or libraries possessing the book.

2. **Services for libraries.** Its primary service is that of a planning and coordinating office for member libraries. It also serves an important financial function by obtaining grants for system-wide library projects and

disbursing the funds obtained to each library. It serves as an intermediate level between individual libraries and the District Center, funneling information and requests in both directions. The office performs administrative and technical functions for the Plainfield Mini-Library. It also arranges publicity for matters involving all system libraries (but not individual library matters).

CCLS Office services are limited by two factors which inhibit realizing full potential in its daily operations: lack of full-time personnel and lack of a toll-free telephone. Lack of full-time personnel simply limits the availability of someone in the office to meet user and member library needs fully. The lack of a toll-free telephone number limits calls into and out of the office. Users outside the toll-free area sometimes hesitate to go to the expense of calling the office. Member libraries have limitations on expenditures which often cause libraries outside the toll-free zone to avoid calling the CCLS Office except on matters of considerable importance. CCLS Office telephone calls to member libraries, the District Center, and the State Library often are limited for the same reason.

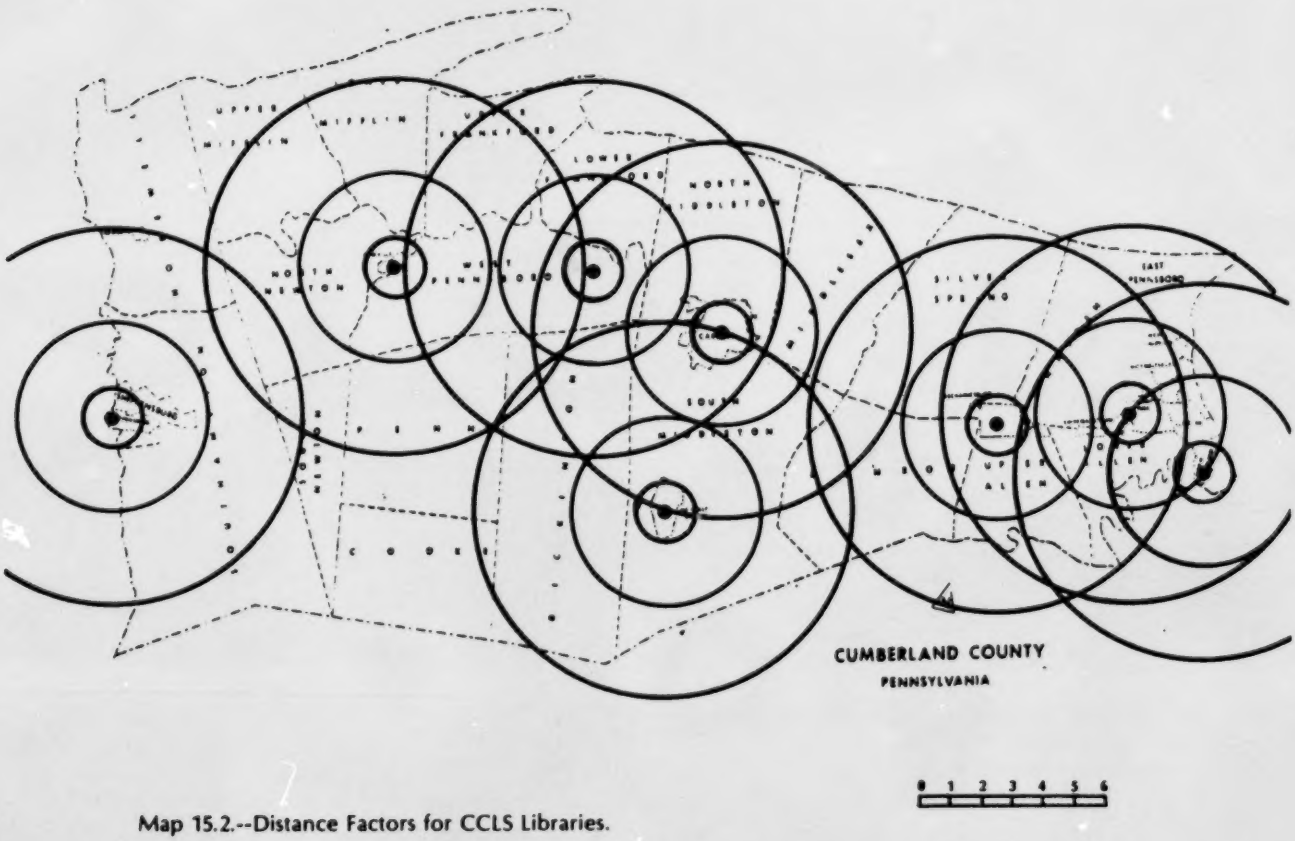
The District Center provides the following services for member systems: planning, programming, training, coordinating, interlibrary loan searches, distribution of movie films on a rotating basis, and provision of a correspondence/materials distribution service by vehicle.

Registration. One of the key elements in deciding which services should be provided to whom is a library's registration.[8] How many people have library cards? Where do they live? What are their characteristics (age, sex, occupation, income level)? Some of these questions have been answered elsewhere in this report. Others are given in a general manner in this chapter.

May 15.2 shows mileage radii from each of the system libraries. Generally, the service area for each library can be considered to fall within the 6-mile radius line. However, there are no assigned boundaries between service areas, so there is some overlapping. Service areas extend into adjacent counties, although few persons in Adams, Perry, or Dauphin Counties use CCLS libraries. Also, persons who are registered at a particular library may use their cards at any library within the system--and many do so.

The total number of persons registered at any library or within the system as a whole varies from year to year depending upon such factors as registration drives, unusual publicity, and elimination of inactive registration cards from the files (see Graph 15.6). Registration within the library system has remained above 40,000 persons at least since 1975, when the system became active as a system.

Table 15.11 indicates the percentage distribution of registration within the municipalities for each service area, showing the four highest municipal registration percentages for each.

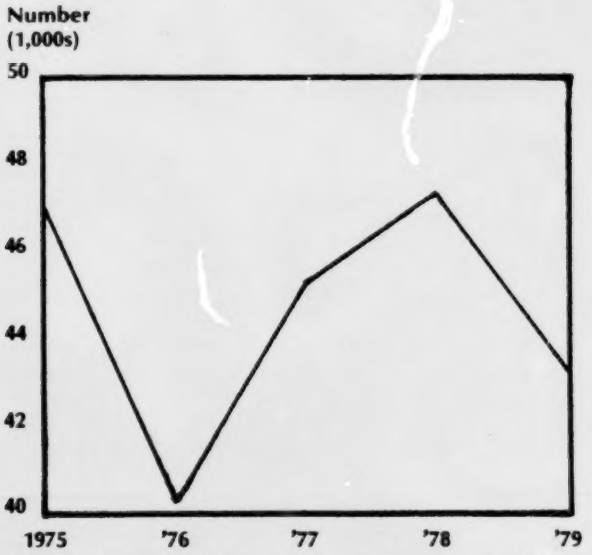


Map 15.2.--Distance Factors for CCLS Libraries.

TABLE 15.11

DISTRIBUTION OF REGISTRATION WITHIN MUNICIPALITIES FOR EACH CCLS LIBRARY'S SERVICE AREA, 1980 (Four highest percentages for each)

Library	Municipality	Per Cent
Amelia Givin	Mt. Holly Springs	60
	S. Middleton Twp.	30
	Dickinson Twp.	8
	All Others	2
Bosler	Carlisle	50
	S. Middleton Twp.	12
	N. Middleton Twp.	17
	Middlesex Twp.	5
Mechanicsburg	Mechanicsburg	44
	Upper Allen Twp.	22.5
	Silver Spring Twp.	8
	Hampden Twp.	7
New Cumberland	New Cumberland	50
	York County	35
	Lower Allen Twp.	12
	Lemoyne	2
Newville	Newville	39
	W. Pennsboro Twp.	17
	Lower Mifflin Twp.	16
	N. Newton Twp.	13.5
Shippensburg	Shippensburg Borough	46
	Southampton Twp., Franklin County	21.5
	Southampton Twp., Cumberland County	9
	Hopewell Twp.	6.5
West Shore	Camp Hill	23
	Hampden Twp.	21
	Lower Allen Twp.	14
	East Pennsboro Twp.	12
Plainfield	West Pennsboro Twp.	98



Graph 15.6.--Total Persons Registered in the Cumberland County Library System, 1975-1979 (1,000s).

Source: CCLS Public Library Annual Reports.

During 1980, each system library made a study of the registration figures for its service area. Tables 15.12 and 15.13 show sex and age percentage distributions of persons registered at each of the libraries. Unfortunately, a more detailed indication of age distribution is not possible in this report, because the libraries do not normally have a method of determining the specific age of registrants except in very broad categories--juvenile, youth, adult. Putting the data into tabular form was further complicated by the fact that each library has its own age spread within each category and some libraries have categories others do not use, e.g., pre-schoolers and young adults.

TABLE 15.12

SEX DISTRIBUTION OF PERSONS REGISTERED, CCLS LIBRARIES, APRIL, 1980
(Percentages)

Library	Adult[a]		Juvenile[a]	
	Male	Female	Male	Female
Amelia Givin	26.5	73.5	49	51
Bosler	38[b]	62[b]	-	-
Mechanicsburg	45	55	60	40
New Cumberland	40[b]	60[b]	-	-
Newville	30.5	69.5	51 (Juv.) 44 (Youth)	49 (Juv.) 56 (Youth)
Shippensburg	40	60	[c]	[c]
West Shore	38[b]	62[b]	-	-
Plainfield	18	82	51.5	48.5

[a]Each library has its own determination of these categories. Mechanicsburg classifies anyone over the age of 12 as belonging in the adult category. Four libraries--Bosler, Amelia Givin, New Cumberland, and West Shore--place persons 14 years of age and older in the adult category. Shippensburg Library classifies persons 16 years of age and older as being adults. Newville has three categories: juvenile (children through grade 6), youth (grades 7 through 12), and adult (persons 18 years of age and over).

[b]No breakdown in adult and juvenile categories was available. The percentages shown are for both.

[c]Not available.

TABLE 15.13

DISTRIBUTION OF ADULT AND JUVENILE REGISTRANTS, CCLS LIBRARIES, APRIL, 1980
(Percentages)

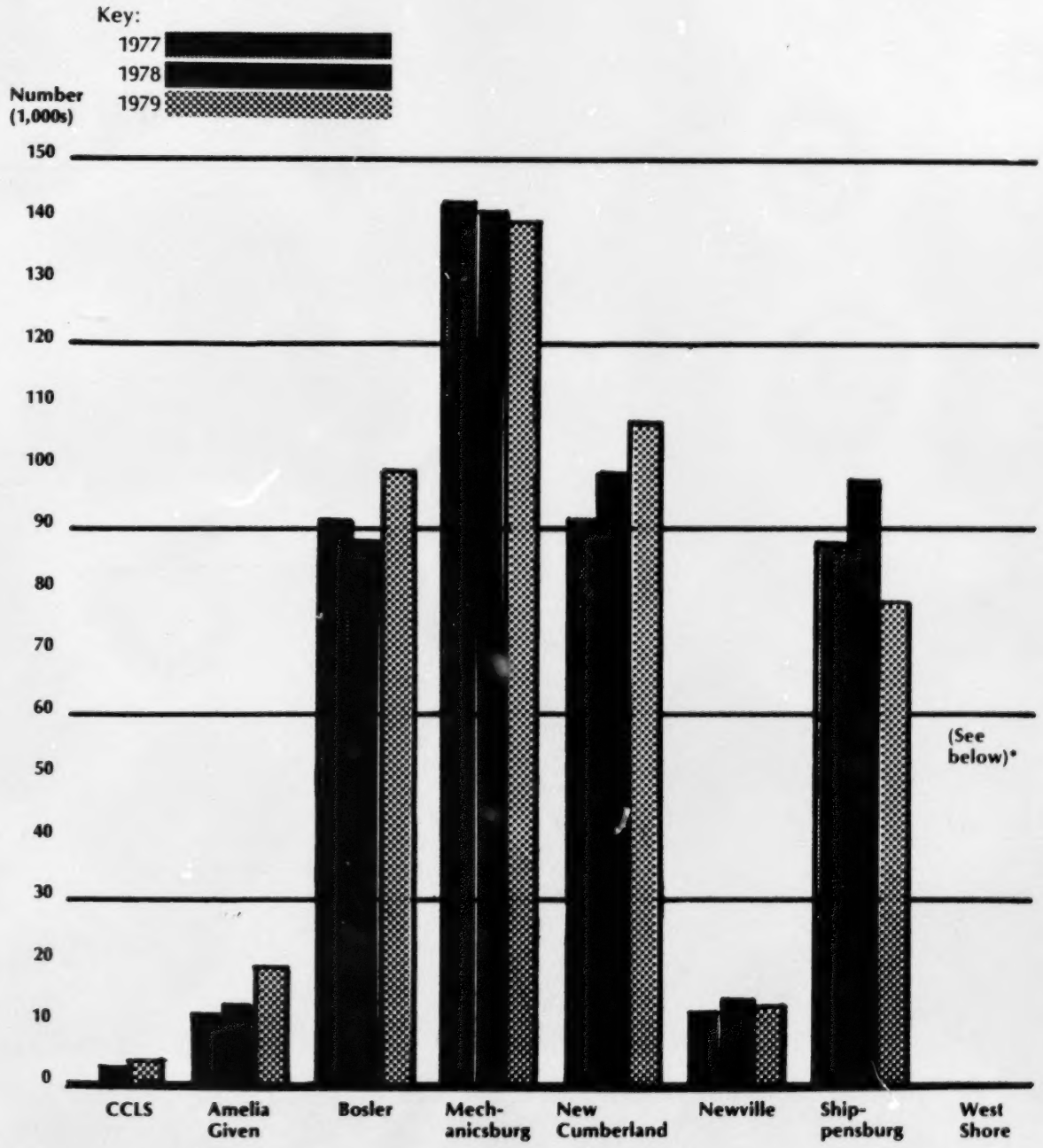
Library	Adult*	Juvenile*
Amelia Givin	61	38
Bosler	68	32
Mechanicsburg	60	40
New Cumberland	72	28
Newville	47.5	52.5
Shippensburg	83	17
West Shore	90	10
Plainfield	50	50

*See Footnote "a" of Table 15.12.

Tables 15.12 and 15.13 show a rather definite pattern of distribution. Most libraries have a preponderance of adult registrants compared to juveniles. Among adults, many more females than males are registered. The pattern of sex distribution is much less clear among juvenile registrants.

Perhaps more important than the number of persons registered is the number of persons who make use of the library. One method of determining the degree of use is by making a "people count": counting the number of persons coming into the library during a particular time period. It is a useful indicator in itself, but is made more so when used in comparison with people counts made during other time periods during the year and during equivalent time periods in previous years.

People counts were made at the CCLS libraries (except at the Plainfield Mini-Library) during one-week periods from April 23-28, 1979, and April 25-May 3, 1980. Table 15.14 lists the total number of persons counted at each of the libraries during each weekly count. The detailed results and a detailed analys.s of each people county will not be given in this report, because these are matters for examination and evaluation by the libraries concerned and are beyond the purpose of this report. However,



Graph 15.7.--Total Circulation, CCLS, 1977-1979 (1,000s).
Source: CCLS Public Library Annual Reports.

*West Shore Library's circulation figures were as follows: 1977 - 278,779; 1978 - 285,422; 1979 - 304,709.

three items of special interest are noted here:

1. The people counts for each of the libraries except West Shore showed an increase in the 1980 period over that of 1979. West Shore Library's count in 1980 was made during an unusually slow period not indicative of normal usage of that library.

2. The highest daily counts fell on a Monday, Tuesday, or Wednesday. The lowest daily counts fell on a Thursday, Friday, or Saturday (especially Saturday). However, there was variation from library to library.

3. The highest hourly count tended to fall between 6 - 8 P.M. (especially between 7 - 8 P.M.). The lowest hourly counts tended to fall between 1 - 4 P.M. and 8 - 9 P.M. However, there was wide variation from day to day and library to library.

TABLE 15.14
PEOPLE COUNTS, CCLS LIBRARIES, 1979 AND 1980

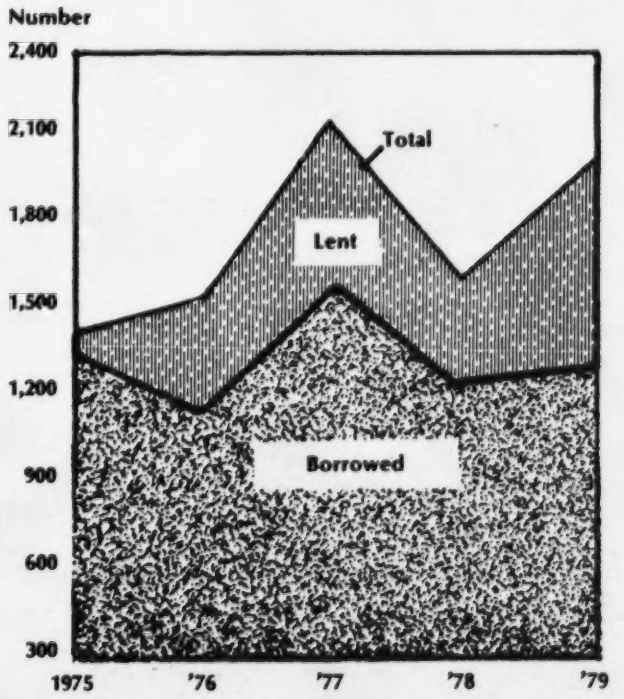
Library	April 23-28, 1979	April 25-May 3, 1980
Amelia Givin	186	232
Bosler	1,156	1,346
Mechanicsburg	1,244	1,322
New Cumberland	1,061	1,403
Newville	175	179
Shippensburg	512	747
West Shore	3,976	3,230

Circulation. Another critical element in determining how a library's collection is used and the interests of its users is the matter of circulation: How many of what kinds of books or other holdings circulate? What is the frequency of their circulation during a particular time period?

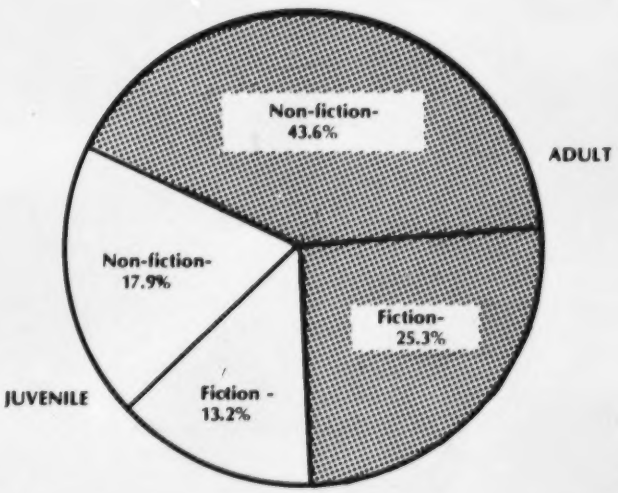
More than 700,000 items were circulated by the CCLS Office and system libraries during each year from 1977 through 1979. These included books, periodicals, films, recordings, film strips, posters, and art reproductions. Books comprised about 98.5 per cent of the total items circulated. Approximately 40 per cent of the books were in the juvenile category. Graph 15.7 shows total circulation figures for the CCLS Office and each system library during each of those years.

Interlibrary loans are a small, but important, service by which libraries greatly increase what they can provide users by borrowing items from other libraries or lending them to other libraries. Interlibrary loans may take place among libraries within a few blocks of each other or across the nation from each other.

Graph 15.9 shows circulation percentages in terms of adult and juvenile fiction and non-fiction books. More than two-thirds of total book circulation involves books for adults. Non-fiction books appear to have the most popularity for both adults and youth, comprising 61.5 per cent of total circulation.



Graph 15.8.--Interlibrary Loans, CCLS, 1975-1979.
Source: CCLS Public Library Annual Reports.



GRAPH 15.9.--Distribution of Book Circulation, Adult and Juvenile Fiction and Non-fiction, CCLS, 1979.

In 1980, a sample survey was conducted by CCLS libraries to determine the percentage of books in circulation, on shelves, and missing. This information is one means of evaluating the usefulness of a collection, i.e., whether books are being circulated or are sitting on the shelves unused. It is also used to determine the percentage of books which have disappeared from the collection. The information from that survey is shown in Table 15.15. As might be expected, it shows that some libraries appear to have active book collections while others have an inordinate proportion of books which are not circulated. The information also indicates that loss of books through theft or other means has not been a significant problem for most of the libraries.

TABLE 15.15

BOOKS IN CIRCULATION, ON SHELVES, AND MISSING, CCLS LIBRARIES, 1980 (Percentages)

Library	In Circulation	On Shelves	Missing*
Amelia Givin	4.2	90.4	5.5
Bosler	8.0	89.6	2.4
Mechanicsburg	21.2	76.4	2.4
New Cumberland	12.2	86.3	1.5
Newville	3.4	95.3	1.3
Shippensburg	4.8	93.0	2.0
West Shore	16.0	78.0	6.0
Plainfield	17.5	82.5	0

*Lost, stolen, or misplaced.

In the 1980 CCLS circulation survey mentioned above, data was also collected to show circulation distribution among the ten Dewey decimal categories. This information serves as a guide to the areas which appear to be of most interest to library users. The percentages shown in Table 15.16 indicate that the areas of history and geography (900), government and communications (300), and applied science (600) appear to be the three most popular categories of non-fiction among the county's citizens.

TABLE 15.16

DISTRIBUTION OF CIRCULATION ACCORDING TO DEWEY DECIMAL CATEGORIES, CCLS LIBRARIES, 1980 (Percentages)

Category	Percentage
000 - General Reference	4.7
100 - Philosophy and Psychology	4.3
200 - Religion and Mythology	3.4
300 - Government and Communications	16.3
400 - Language	0.9
500 - Natural Science	10.3
600 - Applied Science	15.6
700 - Arts, Sports, Music, Crafts	13.3
800 - Literature	8.6
900 - History and Geography	22.6

Another factor used in determining the usefulness of a library's book collection is the imprint or copyright date of each book being circulated. If a large proportion of books being circulated contains old imprint dates, this may indicate that the collection is old. This is not nearly as important for fiction material as it is for non-fiction. If non-fction books are old, they probably contain much outdated information. If information is outdated, it is not only useless, it may be erroneous or--worse--dangerous, particularly in the category of applied science. Whether non-fiction or fiction, an overabundance of outdated material probably will inhibit use of the collection.

Table 15.17, based on the same 1980 survey, describes circulation of books by their imprint dates. Although not shown in the table, some books were twenty or thirty years old--a few were even older. At least 50 per cent of the books circulated by two-thirds of the libraries had imprint dates prior to 1971. Only about one-fourth of all books circulated had imprint dates five years old or less. (Plainfield Mini-Library's prepoderance of newer books being circulated can be explained by the fact that it is a new facility. Many of its books were purchased after it was opened in 1977.)

TABLE 15.17

DISTRIBUTION OF CIRCULATION ACCORDING TO IMPRINT DATES, CCLS LIBRARIES, 1980 (Percentages)

Library	Before 1971	1971-1975	1976-1980
Amelia Givin	58.2	15.0	26.8
Bosler	62.4	19.2	18.4
Mechanicsburg	57.7	19.1	23.3
New Cumberland	52.0	24.6	23.4
Newville	28.0	50.8	21.2
Shippensburg	54.4	22.4	23.2
West Shore	57.8	21.6	20.6
Plainfield	13.8	30.8	55.3

A final circulation factor to be determined by the 1980 survey involves the dates when books were last circulated. This is also a significant indicator of the usefulness of a collection. For example, if 20 per cent of a library's books last were circulated ten years ago and another 10 per cent were never circulated, that library has a collection with a large proportion of unused--therefore unneeded--books. They are taking up unnecessary space on shelves and are discouraging potential library users from coming into the library.

TABLE 15.18

DISTRIBUTION OF CIRCULATION ACCORDING TO DATE OF LAST CIRCULATION, CCLS LIBRARIES, 1980 (Percentages)

Library	Never	Before 1971	1971-1975	1976	1977	1978	1979	1980
Amelia Givin	11.4	9.7	5.1	2.6	2.6	8.0	31.1	29.4
Bosler	4.3	4.3	5.0	3.2	6.4	4.6	32.3	40.1
Mechanicsburg	0	3.5	11.2	3.7	10.4	16.1	31.3	23.8
New Cumberland	4.2	0.5	1.5	1.7	4.4	10.3	31.1	46.3
Newville	2.1	0	0	0	0	0	39.5	58.9
Shippensburg	0	7.3	8.1	5.0	6.6	11.5	23.6	37.8
West Shore	0	0	0	0.6	3.7	9.1	86.6	0
Plainfield	-	-	-	-	-	9.6	35.3	41.3

Other libraries in Cumberland County. People in Cumberland County have access--limited and unlimited--to certain other libraries in the county and in adjacent counties. The libraries outside the county which can be reached most easily are the State Library, Dauphin County Library, and libraries located in York and Chambersburg. The largest non-system libraries (3,000 volumes or more) in Cumberland County are shown in Table 15.19.

TABLE 15.9

MAJOR NON-CCLS LIBRARIES, CUMBERLAND COUNTY, 1980

Library	Collection Size[a]	Periodicals	No. of Microform Holdings[b]	Normal Service Hours Weekly	Target Users	Special Collections	
Boyd Lee Spahr Library Dickinson College Carlisle	290,600	1,093	280,600	103	Students, Faculty	Numerous	Yes
Sheely-Lee Library Dickinson School of Law Carlisle	88,000	750	160,000	100	Students, Faculty	Federal taxation, Jewish & Israeli law, Property law, Uniform Commercial Code	Yes
U.S. Army War College Lib. Carlisle Barracks Carlisle	225,000	1,041	240,000		Students, Faculty	U.N. documents, Congressional documents	No
U.S. Army Military History Institute Carlisle Barracks Carlisle	400,000	2,000	[d]	45	Historians, Students	Military manuscripts, documents, & letters	Yes
Post Library Carlisle Barracks Carlisle	23,000	144	0	42½	Post personnel	Pennsylvania history	Yes
Ezra Lehman Memorial Lib. Shippensburg State College Shippensburg	336,195	1,513	730,080	88	Students, Faculty	College archives; Curriculum Laboratory; Pennsylvania, U.S. & State Dept. documents	Yes
Hamilton Library (Cumberland County Historical Society) Carlisle	3,550	20	560	17	General	Geneology, Local history	Yes
Murray Learning Resources Center Messiah College Grantham	101,000	627	8,010	88	Students, Faculty	Brethren in Christ Archives & Historical Library	Yes
Library Central Pennsylvania Business School Summerdale	3,000	80	25	60	Students, Faculty	-	Yes
Post Library New Cumberland Army Depot New Cumberland[e]	13,000	30	0	42	Post Personnel	-	No
Library White Hill Correctional Institution Camp Hill	15,000	72	3,000	60	Inmates	Law	No
Private/Parochial School Libraries	---------- (See below in chapter) ----------						

[a]Includes books, monographs, and documents. Figures are numbers of volumes, not numbers of titles, which would generally be lower.

[b]Includes microcards, microfiche, and microfilm reels.

[c]The facility is open from 7 A.M. to 11 P.M. seven days a week, but library personnel are available only from 7 A.M. to 4:30 P.M., Monday through Friday.

[d]Separate microform figures are not maintained. Holdings include 40,000 audio/visual items, 400,000 photographs, and 75,000 military artifacts.

[e]Actually located in York County.

In addition to these libraries, there are many smaller ones run by various organizations primarily for the use of people affiliated with them, e.g., Bethany Village Nursing Home, Resource Library on Aging of the Cumberland County Office of Aging, the Base Library of the Navy Ships Parts Control Center (Navy Depot, Mechanicsburg), the Cumberland County Prison, Pennsylvania Blue Shield, and many still smaller libraries in churches and businesses.

The libraries of schools below college level vary considerably in facility size, numbers of volumes and periodicals, numbers of librarians, numbers of users, and services offered. Those of private schools are nearly all very small.

Public school libraries range in size from small rooms to large media learning centers. The forty-two professional librarians and forty aides are distributed in unequal numbers throughout the school districts. The ratio of professional librarians to students ranges from 1:534 in the Camp Hill School District to 1:1,4,55 in the Cumberland Valley School District. It should be noted that the only bookmobile in the county is one operated for children by the South Middleton School District in cooperation with the Carlisle Parks & Recreation Department during the summer months.

The degree to which CCLS libraries cooperate with the libraries listed above varies from library to library. The Amelia Givin has little, if any, contact with most of them. Others, such as Bosler and West Shore, have contacts with many libraries in nearby counties and those named in the previous table. Most system library relationships with other libraries involve interlibrary loan, mutual assistance with reference information, and exchange of professional information. Relationships with public schools mostly involve establishment of summer reading programs, hosting orientation visits to the system library, and providing assistance to classes which come to the system library for special interest projects.

Despite the outstanding total resources of all non-CCLS libraries in Cumberland County, the interaction between them and the system libraries does not function anywhere near potential. Relationships are not uniform throughout the system, they are often sporadic, they are usually infrequent. There are no long-range, broad-based planning relationships between system and non-system libraries.

Community relations. The relationships between system libraries and the community at large are generally adequate. The public seems to think well of "their" libraries--when they think of them at all. In most municipalities in which libraries are located, there is local pride in them, either because of their appearance, kinds of service, or achievements.

Most libraries have open houses upon occasion for selected members of the public or the public at large. They also generate newspaper releases about new library acquisitions or special activities, distribute informational brochures to users, and work in grateful cooperation with Friends of the Library organizations and individual volunteers.

CCLS libraries have rarely, if ever, been embroiled in public controversy concerning library matters. According to library and teacher associations, banning of books seems to be on the rise nationally.[9] Yet, community censorship is not a factor in local library operations. Complaints about specific materials are few. Neither have there been complaints about the libraries' expenditures of public funds for acquisition of materials or expansion or improvement of facilities. Still, county and municipal governments for the most part have not been especially generous--or even realistic--when it comes to allocating funds for libraries.

A survey of community attitudes about public library systems in the Greater Harrisburg Area was made in 1977 to determine the degree of community support for local public libraries.[10] People from all areas of Cumberland County were included among the survey's respondents. Results showed that residents strongly believed in the importance of libraries as a government service, strongly believed in the importance of government financial support for public libraries, and strongly approved the idea of county and municipal governments setting aside a small percentage of real estate tax millage specifically for financing public libraries.

The survey's question concerning millage set-aside received approximately equal support within each of the respondent categories by sex, race, economic level, and political affiliation. The only real difference occurred in the age category, which showed an increasing degree of support for millage set-aside as the age levels dropped from persons over 65 years of age down to persons 18 years of age.

The importance of effective public relations by public libraries was evident in the survey's findings that more than one out of five persons responded that they did not know "when asked whether government is presently providing too much, about the right amount or not enough financial support for libraries."[11] In other words, one-fifth of the respondents apparently did not know enough about their libraries in order to make a judgment on this matter.

Development plans. Few system libraries have major development plans covering the next few years. The West Shore Public Library completed significant interior modifications in 1980 and has no additional plans for the near future. New Cumberland, Newville, Shippensburg, and Plainfield libraries have no development plans, either because of a perceived lack of need or lack of funds. Bosler Library has the most ambitious development plan, which involves long-range service, facility, and financial support programs. Involved is expansion into an adjacent building and renovation of present facilities. Mechanicsburg has no immediate plans for improvement, but does have a tentative long-range development plan which includes expansion of

the library into an adjacent building, redesigning space allocations in the present structure, and putting more shelving in the basement. The Amelia Givin Library has a 20-year plan which includes an expansion proposal.

CCLS library rankings. It was mentioned at the beginning of this chapter that specific standards of performance would not be applied to the libraries except in certain instances. Table 15.20 does not list rankings in terms of meeting performance standards. It is solely an indication of how CCLS libraries rank among all 423 public libraries in the state according to selected comparison data and cannot be used as measurements of effectiveness or efficiency. The information is as of 1978; rankings may have changed for 1979 or 1980, but current rankings are not available.

Two inferences come readily to mind when examining Table 15.20. Firstly, the population served by most CCLS libraries is greater in proportion to the size of the libraries' materials collection and total expenditures. Also, circulation is generally greater in proportion to the other three factors. In other words, the libraries must do more with less money and materials, are doing more with less money and materials, and have the potential for serving more of the population.

TABLE 15.20
RANK ORDER FACTORS, CCLS LIBRARIES, 1978*

Library	Population Served	Size of Materials Collection	Total Expend-itures	Circulation
Amelia Givin	209	301	250	299
Bosler	82	97	87	85
Mechanicsburg	92	119	123	50
New Cumberland	217	120	106	74
Newville	330	219	296	279
Shippensburg	87	108	109	79
West Shore	25	54	48	15

*Rank ordering among 423 public libraries in Pennsylvania.

Source: Pennsylvania Department of Education, State Library of Pennsylvania, *1978 Pennsylvania Public Library Statistics* (Harrisburg: State Library of Pennsylvania), pp. 83-113.

FOOTNOTES

[1]Vernon E. Palmour, Marcia C. Bellassai, and Nancy V. De Wath, *A Planning Process for Public Libraries* (Chicago: American Library Association, 1980).

[2]U.S. Department of the Interior, Bureau of Education, *Public Libraries in the United States of America: Their History, Condition, and Management*, Part I (Washington, D.C.: Government Printing Office, 1876), pp. 1114-24. According to Wing, p. 156, the Library and Library Association library in Mechanicsburg was established in 1871.

[3]Pennsylvania Department of Education, State Library of Pennsylvania, *The Library Code* (Harrisburg: State Library of Pennsylvania, 1972).

[4]Filomena Simora, ed., *The Bowker Annual of Library and Book Trade Information*, 25th ed. (New York: R. R. Bowker Co., 1980), p. 451.

[5]Not all library holdings are cataloged. Most of the libraries do not catalog pamphlets, sound recordings, maps, filmstrips, art, or games.

[6]Technical services is a very important behind-the-scenes operation without which most other services would be impossible. It involves the acquisition, cataloging, and processing of material as they are added to the library, and removal of material when items must be disposed of.

[7]Some libraries (e.g., Amelia Givin) get very few reference questions; others get many each day. West Shore is the only CCLS library with a full-time reference librarian. At the other system libraries, all librarians are expected to provide this service.

[8]A difficulty faced in developing this chapter is that each CCLS library uses different categories of registration and circulation statistics, depending upon its procedures and needs. Wherever pertinent, these differences will be mentioned. They will not be pointed out when overall data are not affected.

[9]Article, *Patriot-News*, Aug. 19, 1979.

[10]Greater Harrisburg Movement, *Community Attitudes about Public Library Systems in the Greater Harrisburg Area*, Greater Harrisburg Movement Research Report #1, (Harrisburg: Greater Harrisburg Movement, Nov. 10, 1977).

[11]*Ibid.*, p. 2.

CHAPTER VXI

LIBRARY USE STUDIES

Before we look at implications of the community analysis, we should first consider studies which must be kept in mind while considering the data presented in this report.

Butler, in his old but insightful text, *An Introduction to Library Science*, discussed motivation for reading:

> The motive to read must be of sufficient intensity to overcome rival motives if it is to be realized in actual performance. Here, as in most matters which concern human conduct, habit formations play an important part. A person who has already devoted some time to reading finds it easier to read again than does one who is not so accustomed. A setting and a routine of daily life which includes periods of leisure and privacy with an access to books favors the action. Association with people having the habit gives rise to an impulse toward imitation. In a similar way individuals are strongly influenced in this direction by the common opinion of their fellows: in some social groups reading is accepted as a natural manifestation of normal intelligence, in others as an idle, perverse, and unsocial abnormality. Inevitably personal habit and social environment are among the conditions which determine whether the psychological urge to read becomes action or whether it remains merely potential.[1]

He goes on to say:

> The psychological motive behind each type of reading is unique and distinctive. Yet it is probable that no one motive is ever persistent. A reader seems to slip easily from one to another. Indeed, it is perfectly conceivable that he should pass through the whole gamut at one sitting; though he begins with the simple desire to fill a vacant period he may find what he reads first diverting and then positively pleasurable, and end up in a conscious effort to acquire reliable knowledge. The important thing to be observed is that not all reading can be lumped together as a single and homogeneus behavior activity. Without recognition of the variety of motives there can be no just discrimination between the different origins of actual performance. No one actually reads merely because he desires at the moment information, pleasure, diversion, or occupation. Any one of these needs may be satisfied in other ways. Before a person will use a book for the purpose he must have, not merely a possible access to literature, but a psychological impulse in that direction.[2]

Several studies have been made to determine characteristics of persons who use libraries and those who do not. Bernard Berelson's review of some studies more than thirty years ago brought out characteristics which have not changed significantly over the years.[3] Among the findings were the following:

1. A higher percentage of younger people than older people use the library.

2. A higher percentage of highly educated than less educated people use the library.

3. A higher percentage of people with higher incomes than lower incomes use the library.

4. Professional and managerial people, white collar workers, and students use the library more than do blue collar workers.

5. More women than men use the library.

6. People who live closer to the library use it more than those who live further away.

7. More people are reached more frequently and with more regularity by other agencies of mass communication than do libraries.

8. Public library users, even more than book readers in general, "represent a kind of 'communications elite'--people who spend a good deal of time in seeing, reading, and listening to communications of various kinds."[4]

9. The more books people have at home, the more they tend to use the public library.

10. Circulation statistics show a heavy concentration of library use among a small group of frequent borrowers.

A 1971 survey of library use in North Carolina confirmed many of the findings cited by Berelson and added others:[5]

1. Library users are a very mobile group. They are very likely to have been born and raised "out of town" or from another state, and they tend to travel more.

2. People who are politically active are about one-and-a-half times more likely to use libraries than those who are not.

3. People who have more confidence in local government are more likely to use libraries than those who do not.

4. A higher percentage of users than nonusers depend upon radio and television for information concerning political affairs (perhaps partially contradictory to a finding cited by Berelson, which excluded TV). However, persons who depend upon newspapers for such information are much more likely to be users than non-users (by about 50 per cent).

5. The percentage of whites among users is far larger than the percentage of blacks. (This may well be a factor of other characteristics such as income and occupation.)

The North Carolina study also brought out an interesting general attitude which may apply to Cumberland County:

> ...the general attitudinal environment of the library implies low priority for those things that libraries can do. Put another way, while general public expectations may not be directly hostile to the library, they are *de facto* anti-intellectual by virtue of being quite indifferent to those things the library represents.[6]

At about the same time as the North Carolina study, another library use study was conducted on a national basis. It was later refined to eliminate all inner city, rural and small town respondents to obtain a picture of library users and nonusers in a medium-sized suburban community.[7] This study, which measured attitudes and lifestyles, divided persons into categories of male and female library nonusers, moderate users, and heavy users. The distinction between heavy and moderate users was the dividing line of library use twelve or more times a year. Many of the findings described above were found in this survey. It also showed that:

1. Nonusers tend to have just one car; moderate and heavy users have two or more cars.

2. Moderate and heavy users are more positive and optimistic than nonusers, tend to borrow money and use credit cards more than nonusers, are more tolerant of persons who are "different," are less afraid of communism, and are more socially active.

3. Heavy users tend to have larger families than either nonusers or moderate users.

A somewhat different survey approach was done by the Gallup Organization for the American Library Association in 1979.[8] It found that:

> More than half of all Americans aged 18 and over have visited a public library in the last year, and 71 per cent of library visitors have read a book in the last month....
>
> In spite of the fact that more Americans are using the public library, about one-fifth of the respondents...have no idea where the funding for the library comes from, and an additional 39 per cent incorrectly stated the principal source of library funding.
>
> If a budget crunch were to occur, almost nobody wants library services reduced, but only 43 percent want taxes increased to cover rising costs. Half of the respondents said they would favor charging library users.
>
> Traditional library services were used by the respondents most frequently: Seventy-five percent of those who visited the library this past year took out a book, more than half used reference materials, and almost half read newspapers or magazines. Twenty percent of library visitors check out records or films, 18 percent heard a speaker or saw a film, and 6 percent took a class. Just a quarter of the library users tried to get the answer to a specific question.
>
> When people were asked about their interest in newer library services, "people to provide information on the phone" generated the highest level interest among the respondents. This was followed closely by "a computer which can be used to search for information on books you want." About 35 percent said they would be "extremely" or "very" interested in getting help to improve their reading skills.
>
> Respondents aged 18 to 34 were twice as likely to use the library more than eleven times a year than people 50 and over...and heavy readers are four times as likely to be frequent library visitors.
>
> Over half the respondents said they almost always get what they want from the library, while one out of four said they usually get what they want. The highest level of dissatisfaction noted was "the availability of technical books," and 22 percent of heavy library users mentioned this area.
>
> Almost all heavy library users said they were "satisfied with the help provided by librarians." Hours that the library is open and the number of copies of popular books available were the next most frequently cited areas of dissatisfaction by heavy library users....
>
> Women between the ages of 35 and 49 are most likely to visit the public library with their children, but overall, 37 percent of the respondents make joint visits with their children.
>
> While 38 percent of the respondents interviewed say they read to their children under seven every day, about the same number say they read less frequently if at all. Ten percent say they never read to their young children.
>
> About one out of three American adults read a book a month or more, and almost a quarter read about two or more. Women are more likely than men to read upward of 50 books a year, and these extremely heavy readers are apt to be young (18-34) and be college educated. A large percentage of women are also likely to have borrowed the last book they read from a friend or relative.
>
> Fiction is the major American reading fare: half of all those who have read a book in the last year said their most recent selection was a novel; 35 percent were reading non-fiction and 7 percent a book on how to do something.
>
> Romantic novels...and historical romances are the county's favorite fiction. However, the Bible and a variety of inspirational books scored just as high.

Tales of disaster, horror and the supernatural came in a strong second among fiction most recently read....

Books by J. R. R. Tolkein drew the most mentions of any one author. In non-fiction, World War II and books on Nazi Germany attracted the most readers. The scandal of Watergate is still on the minds of many Americans judging by the variety of books on the subject mentioned by respondents.

Americans are also reading the classics....Works by Dickens, Tolstoy, D. H. Lawrence, Flaubert, Hawthorne, and Huxley dotted the list of most recently read volumes.

Recent decades' best sellers are still winning readers: *Gone with the Wind, Catcher in the Rye, Rebecca* and *Catch 22* were all being read...

To no one's surprise, running was the subject of most of the sports books mentioned, and money and how to get it, the focus of many self-help books.

Americans clearly like to get to the nub of a story quickly. A series of books which condenses popular fiction and non-fiction was a recurring favorite among the respondents.

About a quarter of the respondents said television influenced a book selection during the past year...Women are more likely than men to select a book because of what they have seen on television....

About half the parents interviewed believed that watching less television would encourage their children to read more, but almost as many (45 percent) say they believe watching less television would have no effect on reading.

The Book Industry Study Group sponsored a study at about the same time which confirms and supplements the ALA/Gallup findings by concentrating not just on library users, but on all book readers and nonreaders.[9] Its findings showed that persons who began reading books at an early age often become "hooked on books," but those who do not become book readers by the time they leave high school will probably never be avid readers. Its findings also showed that newspapers and magazines are the *sole* reading fare for *more than a third* of the population. It also found that perhaps as many as one out of every eight persons read no books, magazines, or newspapers because they have never acquired the skill. As for the kinds of books Americans like to read, the study found that biographies and autobiographies were the favorite, followed in decreasing order by action/adventure fiction, historical novels, mysteries/detective stories, short stories, and cookbooks/home economics books. Among the least popular are language books and--surprisingly--"westerns."

The only survey conducted for this community analysis was a limited one to determine the extent to which organizations within the county made use of CCLS libraries. Questionnaires were sent to presidents or secretaries of 217 organizations. Of these, seven were returned due to incorrect addresses and eight-six--40 per cent of the total--were returned completed. Of the latter group, only fourteen--16 percent of those returned completed--indicated that their organizations made use of local libraries *as organizations.*

The fourteen organizations which used the libraries did so for meetings, flower shows, button displays, parenting workshops, painting classes, general volunteer work for the library, decorating the library, taking care of a children's "touch museum," using the copy machines, and making use of the library's bulletin board for the organization's announcements.

To the question concerning frequency of library use, only two organizations indicated regular use (once a month); all others indicated irregular use.

Replies concerning the libraries used and the kinds of library materials used are shown in Tables 16.1 and 16.2.

TABLE 16.1
REPLIES TO ORGANIZATION SURVEY QUESTION: "WHICH LIBRARY IS USED?"

Library	Frequency of Use
CCLS libraries:	
Shippensburg	7
West Shore	5
New Cumberland	4
Mechanicsburg	2
Bosler	2
Plainfield	1
Other libraries:	
Hamilton	2
U.S. Army War College	1
Shippensburg State College	1
Cumberland County Volunteer Firemen's Film & Slide Library	1

TABLE 16.2
REPLIES TO ORGANIZATION SURVEY QUESTION CONCERNING FREQUENCY OF USE

Category	Frequency
Books	14
Phonograph records	12
Tapes	0
Movies	4
Artwork	2

Finally, organizations were asked, "What facilities, activities, or types of books or periodicals would your organization like to see added to your local library? Only seven organizations replied to this question with suggestions. (It is interesting to note that three organizations specifically stated they were unaware of what their local libraries offered.) Those which made suggestions asked for:

Gardening books (two replies)

More conservative periodicals

Fire and emergency service journals
Genealogical books
Black history
Needlework books and periodicals
Materials for visually handicapped
Better choice of poetry, plays, and skits
More information on multiple births

FOOTNOTES

[1]Pierce Butler, *An Introduction to Library Science* (Chicago: The University of Chicago Press, [1933]), p. 57.

[2]*Ibid.*, pp. 68-9.

[3]Bernard Berelson, *The Library's Public* (New York: Columbia University Press, [1949]).

[4]*Ibid.*, p. 15.

[5]Ray L. Carpenter, "The Public Library Patron," *Library Journal*, Feb. 1, 1979, pp. 347-51.

[6]*Ibid.*, p. 351.

[7]Michael Madden, *Lifestyles of Library Users and Nonusers.* University of Illinois Graduate School of Library Science Occasional Papers, No. 137. (Urbana: University of Illinois, Feb., 1979).

[8]American Library Association, "New ALA Survey on Libraries and Reading," News Release, November, 1978.

[9]Article, *Patriot-News*, August 19, 1979.

CHAPTER XVII

COMMUNITY ANALYSIS IMPLICATIONS

What implications does the present community analysis hold for CCLS libraries? What applications can be made with the considerable amount of information to the effectiveness and efficiency of the libraries?

Before looking at those implications, let us first consider several significant trends described in a recent article by John Naisbett, senior vice president of Yankelovitch, Skelly and White, publishers of *The Trend Report*. Naisbett stated that these trends are restructuring the United States as well as other developed countries of the world:[1]

1. The United States is rapidly shifting from a mass industrial society to an information society. The final impact will be more profound than the 19th Century shift from an agricultural to an industrial society.

2. There is more decentralization than centralization taking place in America--for the first time in the nation's history. The power is shifting not only from the President to the Congress, but--less noticed--from the Congress to the states and localities.

3. We are now a truly global economy because of instanteously-shared information, and the world is deeply in the process of a redistribution of labor and production. As part of this process all of the developed countries are de-industrializing.

4. American society is moving in dual directions of high tech/high touch. The introduction of every new technology is accompanied by a compensatory human response--or the new technology is rejected. That is, each new technological development is accompanied by some greater human involvement with an aspect of that technology.

5. There are the beginnings of a job revolution in America, a basic restructuring of the work environment from the top-down to bottom-up.

We have seen that these trends are evident to varying degrees in the Cumberland County community. What has the community analysis shown us, not only in terms of these trends, but in other aspects of life as well?

We see that the community is located in a physical area in which the layout of the land, the weather, and the general absence of serious natural hindrances permit free movement and almost unlimited activity throughout the year.

The population is not confined at home for long periods and can move quickly from place to place in the county over good roads at most times of the day or evening. Most adults and many teenagers have easy access to private vehicles, allowing them to go where they want when they want. In certain areas of the county, public buses are available most of the day and early evening to take people to or within walking distance of six of the county's eight libraries.

Cumberland County's citizens are proud of their nation's achievements, the county's history, and their family's heritage. This pride is manifested in many ways and could be developed and channeled into a deeper understanding of the past. This understanding would help them to understand the present better and would help them make better contributions to the future. System libraries contain a wealth of information about the county's past which is waiting to be mined. Sufficient data is available to develop county political, economic, and social histories on a par with any yet done in the U.S.

The population is very homogeneous--essentially white, Anglo-Saxon, Christian (predominantly Protestant), with only a smattering of other races, national backgrounds, and religions. The community is upper lower and middle class in its attitudes and lifestyles. Family life appears to be stable: it is certainly less battered and torn by the forces of modernism and change than families in many other places in the nation.

The vast majority of the labor force is employed. Although the community has a strong regard for persons who work with their hands tilling the soil or repairing or making things, it is composed of a large and growing percentage of clerical, administrative, managerial, and professional persons. Many--an increasing number--of the labor force earn their living in service industries and government rather than in manufacturing, retailing, or agriculture.

The population is largely conservative in its politics, lifestyles, religion, and business methods, and is law-

abiding.

Such homogeneity presents a strong and non-complex basis for planning by libraries in providing for the interests of the community.

The population for the most part is healthy and is active, not only at work, but also during leisure time. It is interested in a very wide range of activities for the purposes of cultural enlightenment, recreation, and entertainment.

The population's education level is above average. Its interest in education is reflected in its above-average school systems. It is also reflected in the considerable increase in continuing education as persons change careers, change lifestyles, improve their vocational and avocational knowledge and skills, or make better use of leisure time.

The community is perhaps more readily adaptable to new means of education, recreation and entertainment than almost any other phases of their lives--as long as they do not conflict with accepted mores and lifestyles. Changes in technology have been noticeable, particularly in education. New tools are being used to make the learning process more interesting and effective: minicomputers, closed circuit television, cable television, videorecordings, compact tape recorders, and easy-to-use cameras with fast-developing films. This factor has the potential for the development of important library services.

The steady growth of the county's population has required constant up-dating of programs and development of new plans and programs to provide for the increase. Libraries, no less than any other agency or organization in the community, must not only cope with the increase, but prepare themselves for the changes. As population has increased, it has spread westward in the county and outward from all of the boroughs into areas where libraries are not near at hand. Fortunately, there is room and there are acceptable sites throughout the county, especially in the western half, for much more population. This potential for expansion should prevent over-crowding and provide for the development of services in heretofore untouched sections.

Along with numerical increases have come changes in population structure: a population with a higher average age, an increasing number of persons over the age of 65, yet an increasing proportion of children under the age of five. Each of these segments has its own needs and desires which must be considered carefully in the development of plans and programs.

Attention also must be paid to population segments which are not proportionally great: blacks, orientals, and teenagers of all races. Each of these groups has its own needs. Each so far has not been a factor in the development of library programs and services.

Much of the county's population belongs to at least a few organizations. These organizations, which exist in great numbers in all parts of the county, provide an enormous diversity of interests and needs which can be served to a much greater extent than at present. There are also potential sources of various types of support for libraries.

The community is largely conservative and Republican in its political outlook. Although it is not keenly interested in the political process, its attitudes and voting record indicate the approach which must be used by libraries in convincing the public of the need for financial support, not only to maintain libraries at present levels, but to improve them. The approach must be made in a comprehensive, detailed, meaningful, business-like manner which will demonstrate inescapably the value of the libraries to the community as a whole and to its individual segments.

The community's basic conservatism has taken a course which is beneficial to the county's libraries. As conservatives, its people consider the preservation and retention of the "right to read" as important. There is a lack of public pressure to censor published material. There is a lack of the negatively conservative attitude that innovative, candid, or nonconformist literary themes are considered beyond the pale of public support.

The small-town and moderately-sized suburban atmosphere of much of the community presents positive and negative challenges for the libraries. People tend to know one another, be on a first-name basis, and participate in the community's affairs. They generally have pride in their section of the community: pride in its achievements, its programs and facilities, its way of life, in some cases even in its very smallness and resistance to pressures for change. On the other hand, the community's governing bodies are highly dependent upon personal relationships among their members and other citizens. Cliques--with all their negative implications--sometimes develop. Change is sometimes resisted; the librarian must find ways to adapt needed changes to local self-image without sacrificing substance.

The county has very good communications facilities. The population utilizes and pays attention to the various media. These facilities are very useful in determining the public's interests, attitudes, problems, and needs, and for informing and educating the public about the libraries' services and development needs.

Reasonable weather, good soil, and an adequate water supply have provided the base for a solid, diversified economy which compares very favorably with that of most other counties in the state. Though not a wealthy community, it is economically sound and stable, economically expanding, and capable of further expansion. It is also capable of providing sufficient funds for its physical, emotional, and intellectual sustenance and growth. (The previous sentence is perhaps truer of the eastern half of the county than the western half, but the western half holds considerable growth potential.)

The community has a base for providing additional tax money and appears to be willing to do so for those items it considers important to its well-being and its future development.

Periods of economic strain, such as the one currently caused by high inflation and high interest rates, put extra pressure on libraries. People use the library more for many types of economic research, both of a personal nature and for business. People use the book collections more--especially current books--because new books, even paperbacks, are becoming too expensive for some people to want to buy.

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Perhaps the last thoughts concerning implications of

the community analysis for public libraries should be the very perceptive words written more than three decades ago by Bernard Berelson:

> There are two social trends which will affect the evolution of the public library in the coming years which are relevant to any consideration of library objectives and programs. One is often termed "the communication revolution." Among other things, this "revolution" has enormously extended audiences for relatively standardized communication content. The "revolution" is by no means over; technological advances are rapidly being made in the field of print, radio, and motion pictures. These developments will bring increased competition to the public library in the "recreational" area of communication, but will probably do little to compete with the public library in its provision of "serious" and permanent materials. There is also a second and in a sense a contrary trend--the steady rise in the educational level of the population resulting from the extended period of formal schooling. These developments mean two things for the public library: more clients and more use of "better" materials.
>
> Thus, the public library in this country for the next few years and for the long pull may be presented with a first-rate opportunity for greater service to its community by defining its service with reference to some qualitative standards. It will still have to operate, as it always has, within the general level of American culture. The public library cannot outdistance the intellectual climate in which it finds itself. But given its appropriate share of resources, administered to exploit its own unique strength within the community's system of communication, the public library over the years can make an effective contribution to the development and the enrichment of that cultural climate. And that is its proper task.[2]

FOOTNOTES

[1]John Naisbett, "The New Economic and Political Order of the 1980's," *Aide*, Fall, 1980, pp. 10-15.

[2]Bernard Berelson, *The Library's Public* (New York: Columbia University Press, [1949]), pp. 134-5.

CHAPTER XVIII

RECOMMENDATIONS

As mentioned in the Introduction, Cumberland County is growing and changing rapidly. Any individual or organization wishing to keep pace with changes in almost every facet of life must plan ahead in order not to fall behind. Even more certainly, planning ahead is vital to staying ahead.

Most public libraries are not archives, although they may have an archival function along with many other functions. They are service institutions. As such, they must constantly think about what they can *give* rather than what they can *preserve*. They must be constantly self-searching and self-critical. Steve Sherman's excellent small book, *ABC's of Library Promotion*, lists the following questions librarians and trustees should ask themselves:[1]

> Is your library keeping up with national trends in the profession?
>
> Is your library taking advantage of the systems approach to planning?
>
> Does your library make a continual conscious effort to invite people inside, or does it merely wait for them?
>
> Do you feel you are currently serving enough people?
>
> Is your library aware of the current needs of your service area?
>
> Does your library merely act on the premises it always did in the past?
>
> Does the working atmosphere in your library stretch the talents of the staff to full potential?
>
> Does your library attempt to anticipate the needs of your community by providing services and programs before crises arise?

While reading each of the following recommendations, *anyone* interested in their libraries--librarians, trustees, government leaders, and the general public--should keep these questions in front of themselves and use them as a basis for considering the recommendations.

Two fundamental determinations must be made by the libraries in order to proceed with consideration of the recommendations.

First, a determination must be made as to whether each library will follow an active or passive philosophy: will it plan ahead and act ahead of user demand--that is, both anticipate and create demand--or will it maintain a conservative, passive response to past and present usage?

Librarians in the county are very much a part of the community. They generally reflect community attitudes and desires, although they do tend to be somewhat more liberal and somewhat more well-read. The libraries' contents reflect the community's basic interests. These factors may be useful in providing for user needs or, on the other hand, may inhibit innovation. The danger is that the status quo may become too comfortable and accepted to be changed.

The pace of modern life calls for something more than "business as usual." Passivity will not allow even the maintenance of the status quo. Libraries should make a determined effort, therefore, to allow an activist philosophy to guide the development of plans and programs for collections and services.

Secondly, the question arises as to which groups of persons in their service areas the libraries will provide services for. This is a matter of long-standing debate among professional librarians. Should the library concentrate its resources on the portion of the population which already uses the library or should it actively seek to encourage nonusers to become users? No recommendation can reasonably give a "do" or a "don't" to this matter. Each library--or the library system as an entity--should make a determination after careful evaluation of its goals, funds, collections, and services, and the demographic composition of its users and nonusers. The evaluation should include consideration of the cost effectiveness of a particular action or service in terms of the numbers of persons who respond to it.

The recommendations which grew from this analysis are limited to those which can be implemented within reasonable monetary and time limits. Recommendations which would be beyond the realm of funding possibility for the Cumberland County Library System and its libraries (e.g., a new $1 million library facility) were not included. Recommendations which might be possible ten years from now (for example, library-to-home via computer terminals) were likewise excluded.

Each recommendation has a recommended priority designated as follows:

★ ★ ★ ★ Absolutely essential for the continued functioning of the libraries as a useful community service. Requires urgent attention.

★ ★ ★ Necessary for the enhancement of services in order to make the libraries more useful to the community than is now possible. Should be put in effect as soon as feasible.

★ ★ A needed improvement which requires prompt attention.

★ A needed improvement, but does not require prompt attention.

★ ★ ★ ★ I. **Funding.** The present funding structure of the CCLS Office and its member libraries is haphazard, inefficient, ineffective, and insufficient. It is made more so each day by the impact of double-digit inflation. If increased funding is not forthcoming, some of the libraries will have to reduce staff and services, charge fees for services which are now free, or increase present fees and fines. They will face the danger of steadily deteriorating physical facilities and equipment.

A. **Single-source funding.** Library boards, school boards, and county and municipal governments must urgently consider a revision of local library funding to provide more adequate funds and a funding method which would allow more logical budgetary planning by the libraries. Single-source funding is the most logical and effective method.

A specific millage should be set aside by common agreement among *all* municipalities, *all* school districts, *and* the county government in order to maintain and improve this vital community service.

B. **A "development" function.**

In the absence of or in conjunction with regularized funding, the CCLS Office should initiate a "development" function similar to that of colleges: an organized, inventive, active, continuous fund raising program.

In addition to traditional sources of donations and contributions, the development function should seek out philanthropic donations and bequests.

★ ★ ★ II. **A comprehensive plan.** Neither the CCLS nor most of the system libraries have specific, written plans for the future. None has a complete plan covering all phases of development and operations.

The CCLS Office and each library should begin work to develop individual comprehensive plans.

The plans should be modeled on thorough planning guidelines such as those presented in the American Library Association's *A Planning Process for Public Libraries*.[2] The plan could be modified in accordance with each library's individual circumstances and the needs of its users, but should not neglect key matters because of rationalizations such as "we don't have the money," or "we don't have the time," or "we don't have anyone to do the work." Unless a comprehensive, logical planning process is adopted and adhered to, a library may be in danger of being faced with public apathy and slipping into fiscal oblivion. The environment in which libraries exist is changing too fast and there is too much competition from other information sources for libraries not to be prepared for tomorrow.

★ ★ ★ III. **Studies of library use.** Some CCLS libraries are not aware of the extent to which their services are needed or used. They do not know the demographics of their users or of those persons living nearby who do not use their libraries. They do not have an accurate idea of the degree to which specific services (e.g., reference, film showings, poetry readings, pamphlets, periodicals) are actually used or of trends in their use.

A. **Localized community analysis.**

Each library should conduct a community analysis for its own service area and should develop and maintain detailed library statistics to assist in the analysis as part of an overall planning process. The analysis should be brought up-to-date every five years.

B. **Surveys.**

Structured surveys are needed to determine what people know, feel, or desire about the county library system and its individual libraries. This should be followed by surveys at a later date to determine the effectiveness of changes or programs instituted as a result of the initial surveys.

IV. **The library as a community agency.** The public library is but one of many community agencies. All too often in Cumberland County, public libraries are not looked upon except peripherally as community agencies, even by those persons who are their most active supporters. Each library should become one of the primary centers for community information and activities. It must be able to pull people in and have room for their activities--not just library-centered activities, but any community activity.

★ A. **Facilities for community organizations.**

Each CCLS library should make a concentrated effort to provide physical facilities for community organizations to use for meetings, special events, educational programs, and organizational publicity.

★ ★ ★ B. **Information and referral service.**

At least one comprehensive information and referral service should be established for the library system which would maintain an up-to-date listing of community organizations, human service agencies, health care agencies, government bodies, recreational/cultural/entertainment facilities, educational facilities and programs, and other community-wide programs.

★ V. **County and local boards of trustees.** Boards of trustees are vital to the effective operation of their libraries. Trustees who lack imagination, initiative, and knowledge of library functions cannot provide the best possible guidance for their libraries.

A. **Board composition.**

Each board should earnestly consider its own composition in terms of the length of time each board

member may serve and the degree to which the board represents the people in the library's service area. Terms of appointment should be for specific time periods; no member should serve indefinitely. At least one trustee on each board should represent the segment of the population below thirty years of age. Blacks should be represented on the boards of those libraries whose service area includes a significant number of such persons.

B. **Orientation and training.**

Every trustee, not just new ones, should be given a current library orientation tour and a briefing about its services, problems, and needs. Trustees should also be encouraged to attend workshops, lectures, and conferences pertaining to library matters.

VI. **Cost reduction programs.** When a library's budget is severely limited by inadequate funding, it has two alternatives: provide fewer services or find ways to reduce operational costs--or both. Reduction of services would only exacerbate present problems by reducing public use and support of the library. Consequently, reduction of operational costs must be considered. (The following recommendations should be considered by all libraries, regardless of adequacy of funding.)

★ ★ A. **Energy costs.**

Serious attention must be given to reducing energy costs by conducting energy audits of buildings and correcting deficiencies which waste water, heating fuel, and electricity.

★ B. **Coordinated purchasing.**

Coordinated purchasing actions among the libraries can take advantage of discounts resulting from bulk purchases.

★ C. **Purchase vs. rental of equipment.**

Determination should be made by each library or by all libraries working together within the system as to whether purchase or rental of specific equipment items is most economical.

★ D. **Services by library personnel vs. purchase of services.**

A determination should be made as to whether certain tasks such as library maintenance, book processing, and accounting could be more economically done by library personnel or by services purchased from an outside agency.

VII. **Personnel matters.**

★ A. **Position descriptions.**

Each position within each library and the CCLS Office should be given a written job description. Positions should be clearly defined and differentiated in terms of requirements, duties, and responsibilities. Job descriptions should be reviewed annually.

★ ★ B. **Salaries.** Salaries for staff members must be at a level to attract and hold personnel with the qualifications needed by a growing library system.

Salaries for all personnel above pages and maintenance personnel should be reviewed immediately and upgraded by a minimum of 10 per cent. All salaries should be reviewed annually in terms of job descriptions, job performance, and the cost of living index.

★ ★ C. **Funds for additional hours.** Libraries cannot depend upon continued heavy use of volunteers. They are becoming scarce. More women are working; fewer are willing to do unpaid work. To expect otherwise in the future would be wishful thinking based on an idealistic memory of what once was. Also, volunteers are not always available when needed or skilled enough to make their efforts useful in some tasks.

Additional funds must be obtained to hire more personnel or allow present employees to work more hours than funds presently permit.

VIII. **Operation of the CCLS Office.**

★ ★ A. **Manning of the office.** Despite the presence of highly motivated, capable, and efficient personnel, the CCLS Office is not adequately serving the public or member libraries by part-time service. A part-time Coordinator does not have the time to do much more than handle routine matters, problems, reports, and meetings. At present, the Coordinator does not have the time to develop plans and programs fully, institute them, follow through to ensure their proper application, and evaluate them. The clerk-typist is not available for a full working day to answer the telephone, provide necessary services, and adequately take care of routine administrative matters.

At an absolute minimum, one of the two persons should be a full-time employee.

★ B. **Telephone contact to and from the office.** The CCLS Office does not have a telephone which is toll-free for the office and all libraries within the system. This prevents the system from being as effective as it might otherwise be, because budget limitations inhibit libraries outside the toll-free zone from making necessary calls to the office. Two courses of action are possible:

(1) Sufficient money should be allocated to the CCLS Office each year to provide for a toll-free telephone number, or (2) the office should be tied into the county government phone system, which does have a toll-free number.

★ C. **Office professional library.** Almost no money is allocated in the office budget for professional (librarian) periodicals or books. No professional can remain current in his or her field unless such publications are readily available.

Funds must be provided for professional publications for the CCLS Office.

★ ★ ★ IX. **Uniform policies.** A library system must not become unnecessarily authoritative and unresponsive to the needs of member libraries and the persons they serve. On the other hand, the system can provide management expertise and control for the benefit of all. Some progress has been made during the past two years in developing uniform policies among the libraries. More work needs to be done. For example, there is no uniform policy concerning disposition of periodicals: How long should they be kept? Which should be microfilmed? Another example: there are no uniform policies concerning vacation time for library personnel--paid vacations and length of vacation periods.

A review of all libraries' policies should be made by the Coordinator in conjunction with member libraries to determine which policies should be made uniform and in what way.

This process could be facilitated by indexing the minutes of each CCLS Librarians' Meeting. Indexing would assist determination of existing policies, how policies were developed, and what problems would be involved in making certain policies uniform.

★ X. **Materials collections and services for users.** Berelson was obvious but accurate when he wrote, "A library which holds no fiction will circulate none; and a library which holds nothing but fiction will circulate nothing else."[3]

In order to help *create* demand, libraries must use the effective marketing technique of providing a varied selection of materials and services from which potential users may choose--even if this means adding types which have not been part of the libraries' offering.

The other part of creating demand, of course, is advertising what one has to offer. (See Recommendation XII.)

A. **Use of recent technological advances.** As in most fields of endeavor, technology--properly used--can increase productivity.

The libraries should make a determined effort to make use of technological advances which are coming into common use in other libraries/library systems: minicomputers (for direct and indirect user use and library operations), video equipment, and cable television.

1. **Minicomputers.** The technology which holds the most exciting promise of service as an information and education tool is the minicomputer. There are two primary ways in which minicomputers may be used.

a. **Direct user use.** Costs of "home" computers--which can be most easily adapted to library use--are dropping steadily, are affordable, and are well worth the investment. They can be made accessible to library users for the purposes of information, education, and entertainment, either without charge or for a small fee. Computer use for a fee would allow telephone hookup to a variety of data banks containing a vast amount of information and would provide for the purchase of additional hardware and software. The data which could be made available would be limited only by the data storage capacity of the computer and the imaginations of library personnel.

b. **Indirect user use and library operations.** Computers, even minicomputers available for home use, can be used by library personnel to obtain an array of information and services for the library's operations and for the use of patrons: obtaining bibliographical information, data base searching, and activities such as the acquisition, recording, cataloging, and shelf preparation of books and serials. Alternatives to individual computers in each library are:

1. A terminal with a connection to the District Center's computer, linking it with available networks.

2. A terminal connected with the county government's computer.

3. Subscription to any of a number of information service brokers who provide such services as data base searching, document delivery, and information research, analysis, and management.

2. **Video equipment.** This includes cameras, tapes, disks, and cassettes. As with computers, these may be used in a variety of ways by individuals and organizations for information, education, and entertainment. These, too, are easily adapted to library use, are affordable, and are worth the investment. Also, they may be provided for use without charge or for a fee, although the charge of a fee would greatly enhance the usefulness and survivability of the equipment.

3. **Cable television.** Libraries should explore the possibility of obtaining a cable television public service channel *in conjunction with* other educational and governmental organizations in the county. Libraries could then bring some of their services directly into users' homes. This would be especially useful to homebound persons.

B. **"Talking books" for sighted persons.** Ample provision exists for recordings for sightless persons. However, there is a very large number of persons moving about each day in some form of transportation--cars, buses, trains, airplanes--for whom books or programs recorded on cassette tapes would be very worthwhile. Such recordings are available at a modest cost and may be lent either without charge or for a fee. As with minicomputers and video equipment, the charging of fees would increase the selection of items which could be made available by the library.

A service should be established to provide books and programs on cassette tapes for sighted persons.

C. **Services concerning governmental operations.** Some governmental reports and studies are available at some system libraries and government agencies within the county. However, there is no adequate, readily accessible repository which is of real benefit to the libraries, the general public, or local governments.

The library system should acquire and make readily available for use copies of local (county and municipal) government reports and studies.

D. **Mini-libraries and/or bookmobiles.** There are areas within the county with steadily increasing population, but which are not served by a library within easy traveling distance. One area is the Penn-Cooke-South Newtown Township area in the western protion of the county. The greatest proportion of its population (and the greatest diennial population growth of the three townships) is in Penn Township.

The CCLS Coordinator should determine the feasibility of establishing mini-libraries and/or bookmobiles in underserved areas.

E. **Services for persons 60+.**

1. **Special in-library programs.** Few libraries have programs at the libraries specifically designed for elderly persons.

With the assistance of community resource persons, the libraries should develop special programs on

consumer education, volunteerism, and other items of special interest to the elderly as *an adjunct to* programs which are available through human service agencies such as the Office of Aging.

2. **Service for homes for the elderly.** Some, but not all, homes for the elderly (nursing homes, retirement homes, and other special residences) receive special direct service by system libraries. This is partly due to the limited nature of available services and partly because management personnel at the homes are not aware of available or potentially available services.

All homes for the elderly should be informed of, and provided with, a range of library services.

F. **Services for youths.** The system libraries have excellent services and programs for youngsters below 13 years of age. There are few for teenagers.

A careful study should be made by the libraries *with the assistance of youth groups* to determine which items or activities would be of most interest to teenagers. The study should be followed by the development and publicity of suitable programs and services.

G. **Continuing/adult education.**

A determination should be made of those continuing/adult education subjects which are most popular within the county in order to provide related books and periodicals. Libraries should *supplement* materials available in public school and college libraries.

H. **CCLS Office and member library catalogs.**

1. **Cataloging collections.** Most system libraries catalog only their book collections and one or two other categories of holdings.

Libraries should catalog *all* holdings, including non-print holdings: books, art, maps, pamphlets, documents, recordings, movies, etc.

2. **The CCLS union catalog.** The system's union catalog (the card catalog for all books within the system, indicating which libraries have which books) is located in the CCLS Office. It is badly underutilized, because it is not readily accessible.

To increase the union catalog's usefulness, either of the following courses of action should be taken: (a) toll-free telephone number could be obtained for the CCLS Office (see Recommendation VIII.B.), or (b) the catalog could be placed on microfiche. Michofiching the catalog would require that a set of microfiche cards be given to each library and updated periodically. Also, libraries which do not possess a microfiche reader would require this piece of equipment.

XI. **Internal/external building improvements.**

★ ★ A. **Physical security.** Most of the CCLS libraries are lacking in physical security from fire and theft. There is a lack of awareness among many library personnel concerning the need for and elements of security from fire and theft.

1. **Fire.**

Special efforts must be made in the highly flammable structures housing the libraries to provide sufficient smoke alarms (with lights), fire extinguishers, evacuation plans, and unblocked exits as needed. If additional funds can be obtained, sprinkler systems should be installed throughout the buildings.

2. **Theft.**

Special efforts must be made to provide adequate security for funds and valuables belonging to the libraries and to library personnel. This may be done by using lockers, locked cabinets, locked drawers, and/or locked storage rooms.

3. **Security consciousness.**

Each person working in each library--employee or volunteer--must be made aware of fire safety principles and methods for theft avoidance.

★ B. **Signposting.** Several libraries are adequately signposted either on the outside or inside of the libraries or both. Some, however, lack adequate signs.

Signs adequately identifying each library and the CCLS Office should be posted outside buildings. Inside, there should be professionally-made, easy-to-understand, clearly visible signs giving information about, and the location of, services and facilities.

★ **Handicapped facilities.**

Every library should make necessary structural improvements to accommodate persons with ambulatory handicaps. This includes entrances to each structure and access to restrooms and service areas.

★ D. **General appearance.**

Libraries should review their general exterior and interior appearances and make necessary changes by means of landscaping, painting, shelf-rearrangement, etc.

★ E. **Location of charge-out desks.**

Several libraries should seriously reconsider relocating their charge-out desks to provide a more convenient location for users and a more efficient vantage point and work area for library personnel.

★ XII. **Public relations.** CCLS libraries are only one source of books in the county. Individuals also obtain books from other libraries, by purchasing them, and by borrowing them from friends and relatives. For this reason and others, there are some persons in the community who will rarely if ever use one of the system libraries. There are some persons who will not use any of the county's libraries. No amount of salemanship will bring them into a library building with even modest frequency. On the other hand, there are a great many users and potential users who need to be told what the libraries offer and could offer, and there are many methods available to "spread the word."

There should be concentrated efforts to make use of nearly all media, not just newspapers. Selected groups should be invited to special activities at the libraries. Each library, individually and through coordinated efforts via the CCLS Office, should develop specific written publicity plans and programs, revised annually, for the purposes of enhancing the libraries' image as a useful and enlightened community agency, creating community goodwill, encouraging support for proposed services

and facilities, and providing general information about what they have to offer.

These efforts should be monitored periodically to determine their effectiveness. Adjustments should then be made so that funds and efforts are not wasted on non-responsive groups. Specific segments of the community should be the "targets" of publicity efforts, for example, blacks and the poor, who often feel excluded from the benefits society has to offer; farmers who own a lot of acreage upon which they pay a considerable amount of real estate tax; persons with higher educations and/or incomes who are not long-term residents, but who are often active and influential in the community. Each library which does not have a supporting Friends of the Library organization should actively encourage the development of one.

★ XIII. **Relationships with non-CCLS libraries in the county.** Insufficient use is made by system libraries of the holdings and services offered by non-CCLS libraries. Some system librarians are only indistinctly aware of other library resources in the county. There is not the degree of cooperation between CCLS libraries and those not part of the system which could prove of benefit to all.

The CCLS Coordinator and directors of member libraries should develop communication channels between themselves and other libraries, while at the same time developing with them means of enhanced cooperation. The feasibility should be examined of establishing a community coordinating council which would coordinate library and educational resources and programs.

*****

System libraries vary considerably in the degree to which a particular recommendation applies to their facilities, services, programs, or plans. The reader must not assume that each recommendation applies to each library and that the library system needs a drastic overhaul. This would be far from an accurate assessment of the situation.

The CCLS Office and system libraries are doing a good job serving the community. They have made remarkable progress during the past several years. Yet, improvements are needed--more in some areas than others, more in some libraries than others. By seeking improvement, the libraries and their boards of trustees can, with the help of the community, enhance their effectiveness as institutions of public service.

FOOTNOTES

[1]Steve Sherman, *ABC's of Library Promotion* (Metuchen, NJ: The Scarecrow Press, Inc., 1971), p. 123.

[2]Vernon E. Palmour, Marcia C. Bellassai, and Nancy V. De Wath, *A Planning Process for Public Libraries* (Chicago: American Library Association, 1980).

[3]Bernard Berelson, *The Library's Public* (New York: Columbia University Press, [1949]), p. 59.

APPENDIXES

APPENDIX I
CUMBERLAND COUNTY MUNICIPALITIES: CLASSIFICATION, AND DATES OF SETTLEMENT AND INCORPORATION

Boroughs

Name of Boroughs	Incorporated	Town Laid Out or Settled	Incorporated From
Camp Hill	Nov. 10, 1885	S 1750	East Pennsboro Township
Carlisle	1782	1751	Middleton Township
Lemoyne	May 23, 1905		Lower Allen Township
Mechanicsburg	Apr. 12, 1828	1820	Upper Allen Township
Mt. Holly Springs	1873	1815	South Middleton Township
Newburg	May 1, 1861	1819	Lower Allen Township
New Cumberland	1831	1814	
Newville	1817	1794	
Shippensburg	Feb. 26, 1817	S 1730	Shippensburg Township
Shiremanstown	1874	S 1813	Lower Allen and Hampden Townships
West Fairview	Nov. 19, 1910	1815	East Pennsboro Township
Wormleysburg	May 1916	1815	East Pennsboro Township

First Class Townships

Name of Township	Became First Class Twp.	Incorporated as a Twp.	Settled	Incorporated From
East Pennsboro	Nov. 4, 1952	1745	1730	Pennsboro Township
Hampden	Jan. 1, 1960	Jan. 23, 1845	1731	East Pennsboro Twp.
Lower Allen	Nov. 2, 1954	1850[a] 1849[b]	1736	Allen Twp. which was incorporated in 1766
Upper Allen	Jan. 1, 1967	1850	About 1760	Allen Township

Second Class Townships

Name of Township	Incorporated	Settled	Incorporated From
Cooke	June 18, 1872	1762	Penn Township
Dickinson	Apr. 17, 1785	About 1732	West Pennsboro Township
Hopewell	1735	About 1731	Incorporated while part of Lancaster County
Lower Frankford	1920	About 1740	Franklin Twp. which was incorporated in 1795
Lower Mifflin	1920	1734-1736	Mifflin Twp. which was incorporated in 1797
Middlesex	Nov. 1859	1737	North Middleton Township
Monroe	1825	1775	Allen Township

APPENDIX I (Cont.)

Second Class Townships (con't)

Name of Township	Incorporated	Settled	Incorporated From
North Middleton	Nov. 1810	1725	Middleton Township
North Newton	1920	1746	Newton Twp. which was incorporated in 1767
Penn	Oct. 23, 1860[a] 1859[b]	About 1740	Dickinson Township
Shippensburg	1784		
Silver Spring	1757[a] 1787[b]	About 1730	East Pennsboro Township
Southampton	Oct. 1783	About 1767	Hopewell and Lurgan Twps.
South Middleton	1810	About 1720	Middleton Township
South Newton	1920	1743	Newton Township
Upper Frankford	1920	About 1740	Frankford Township
Upper Mifflin	1920	1734-1735	Frankford Township
West Pennsboro	1745	1730	Pennsboro Township

Source: JoAnne Hottenstein and Sybil Welch, *Incorporation Dates for Pennsylvania Municipalities* (Harrisburg: Pennsylvania Department of Internal Affairs, 1965), pp. 52-3, The authors cite the following references for footnotes "a" and "b":

[a]Frederic A. Goodcharles, *Pennsylvania, Political, Military and Civil: Political and Civil History Volume* (New York: American Historical Society, Inc., 1933).

[b]Bennett Bellman, *et al., The History of Cumberland and Adams Counties, Pennsylvania* (Chicago: Warner, Beers and Company, 1886).

APPENDIX II
DISTRIBUTION OF POPULATION BY AGE AND SEX, CUMBERLAND COUNTY, 1960, 1970, 1980 (EST.), 1985 (EST.)

Age	1960					
	Total		Male		Female	
	#	%	#	%	#	%
0 - 4	13,610	10.9	6,804	11.1	6,806	10.7
5 - 14	24,940	20.0	12,606	20.5	12,334	19.5
15 - 19	10,064	8.1	5,551	9.0	4,513	7.1
20 - 34	23,701	19.0	11,432	18.6	12,269	19.4
35 - 64	41,938	33.6	20,596	33.5	21,342	33.7
65+	10,565	8.5	4,449	7.2	6,114	9.6
Totals	124,816		61,438		63,378	

Age	1970					
	Total		Male		Female	
	#	%	#	%	#	%
0 - 4	12,380	7.8	6,369	8.3	6,011	7.4
5 - 14	30,694	19.4	15,616	20.3	15,246	18.7
15 - 19	16,626	10.5	8,544	11.1	8,128	9.9
20 - 34	32,491	20.5	15,422	20.2	16,703	20.5
35 - 64	52,578	33.2	25,423	33.1	27,155	33.4
65+	13,560	8.6	5,389	7.0	8,171	10.0
Totals	158,177		76,763		81,414	

Age	1980 (est.)					
	Total		Male		Female	
	#	%	#	%	#	%
0 - 4	17,627	10.1	9,028	11.0	8,599	9.4
5 - 14	26,813	15.4	13,754	16.8	13,059	14.2
15 - 19	14,827	8.5	7,257	8.8	7,570	8.3
20 - 34	43,132	24.8	19,636	23.9	23,496	25.6
35 - 64	56,561	32.6	26,955	32.9	29,606	32.3
65+	14,778	8.5	5,405	6.6	9,373	10.6
Totals	173,738*		82,035		91,703	

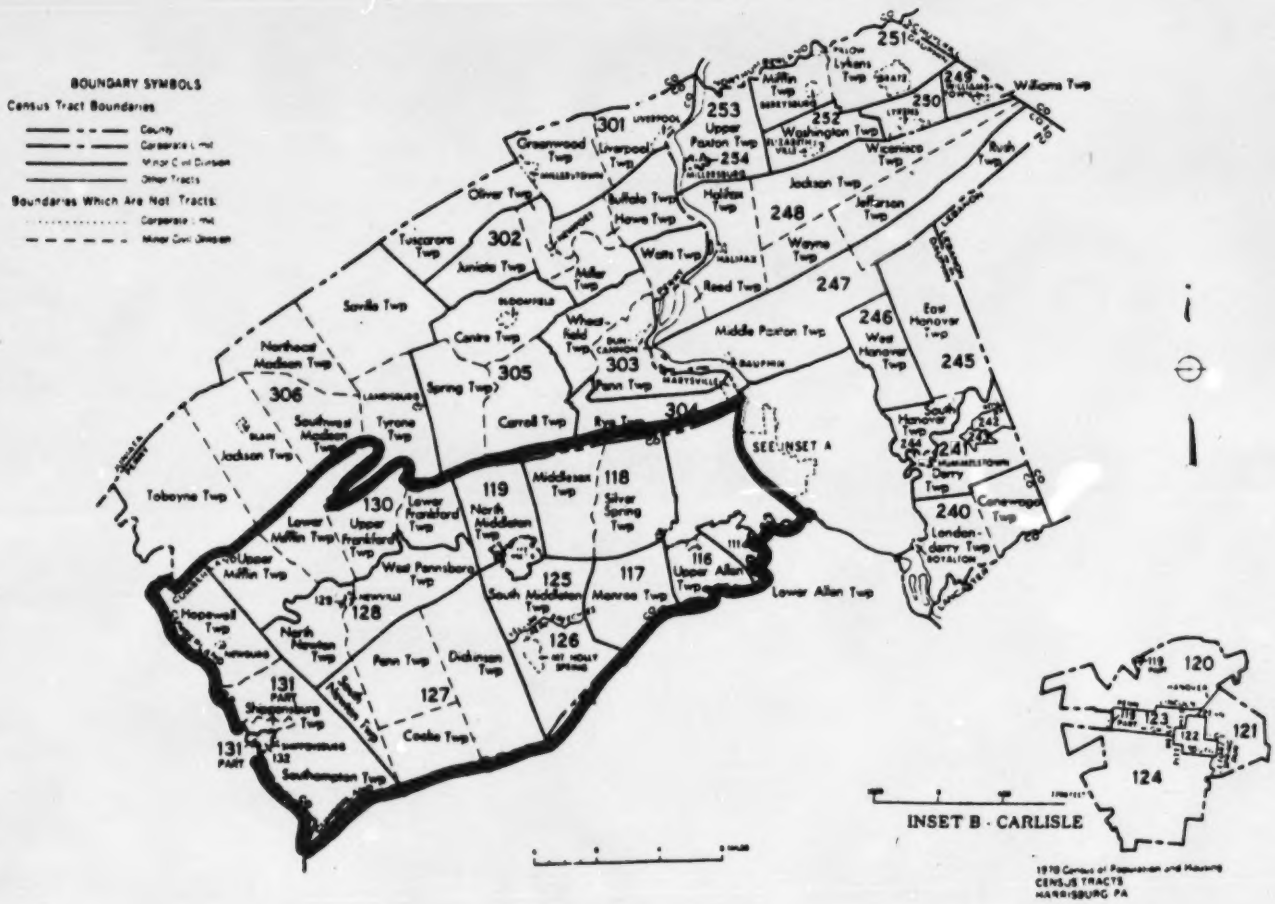
Age	1985 (est.)					
	Total		Male		Female	
	#	%	#	%	#	%
0 - 4	18,831	10.2	9,642	11.1	9,184	9.4
5 - 14	31,777	17.2	16,286	18.8	15,491	15.8
15 - 19	12,517	6.8	6,222	7.2	6,295	6.4
20 - 34	43,366	23.5	19,384	22.4	23,982	24.5
35 - 64	60,757	33.0	28,749	33.2	32,008	32.7
65+	17,134	9.3	6,298	7.3	10,836	11.1
Totals	184,382		86,586		97,796	

*1980 U.S. Census figure was 174,544.

Source: Office of State Planning and Development, Commonwealth of Pennsylvania, *Pennsylvania Projection Series Population and Labor Force by Age and Sex for the State and the 67 Counties for 1975, 1980, 1985 and 1990; September 1973 Revisions* Report No. 73 PPS-3 (Harrisburg: Office of State Planning and Development, October, 1973), p. 35.

APPENDIX III

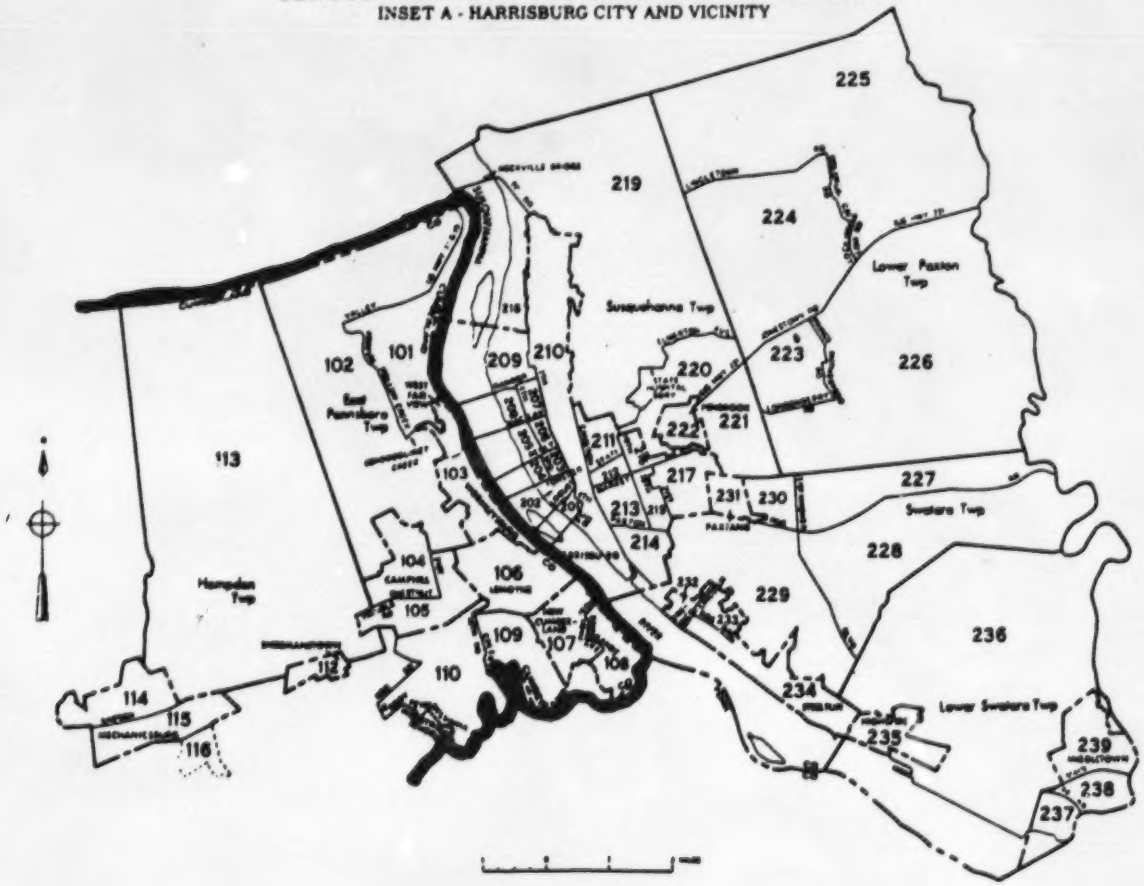
CENSUS TRACTS IN THE HARRISBURG, PA. SMSA



APPENDIX III (Cont.)

CENSUS TRACTS IN THE HARRISBURG, PA. SMSA

INSET A - HARRISBURG CITY AND VICINITY



U. S. DEPARTMENT OF COMMERCE

1970 Census of Population and Housing
CENSUS TRACTS
HARRISBURG, PA.
STANDARD METROPOLITAN STATISTICAL AREA

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APPENDIX IV

BUILDING PERMITS ISSUED CUMBERLAND COUNTY

Municipality	1970	1971	1972	1973	1974	1975	1976*	1977*	1978*	1979*
Camp Hill Boro.	19	11	8	4	3	20	11	4	3	4
Carlisle Boro.	77	324	99	43	35	57	37	35	44	30
Cook Twp.	---	---	---	---	---	---	---	---	3	--
Dickinson Twp.	---	---	45	16	19	21	21	38	47	37
East Pennsboro Twp.	21	105	275	553	58	84	51	356	103	39
Hampden Twp.	366	223	336	286	239	171	96	140	187	162
Hopewell Twp.	---	---	---	---	---	---	---	---	---	7
Lemoyne Boro.	---	6	---	41	28	19	7	4	15	6
Lower Allen Twp.	4	79	280	90	54	31	63	283	174	48
Lower Frankford Twp.	---	---	---	---	---	---	---	---	20	16
Lower Mifflin Twp.	---	---	---	---	---	---	---	---	19	16
Mechanicsburg Boro.	39	50	56	61	54	75	48	73	45	22
Middlesex Twp.	37	19	18	28	22	15	18	44	28	15
Monroe Twp.	---	---	66	83	49	33	57	58	54	42
Mt. Holly Springs Boro.	---	3	40	9	---	13	2	23	---	--
Newburg Boro.	---	---	---	---	---	---	---	---	1	2
New Cumberland Boro.	---	3	11	5	3	5	4	9	5	20
Newville Boro.	---	---	---	---	---	---	---	1	1	6
North Middleton Boro.	20	83	92	130	96	140	184	422	35	29
North Newton Twp.	---	---	---	---	---	---	---	---	17	22
Penn Twp.	---	---	---	---	---	---	---	---	29	22
Shippensburg Boro.	3	5	78	7	5	4	17	23	6	6
Shippensburg Twp.	---	---	---	---	---	---	---	---	16	7
Shiremanstown Boro.	---	13	22	1	23	25	14	9	14	2
Silver Spring Twp.	31	73	86	53	37	42	50	59	65	55
Southampton Twp.	---	---	---	---	---	---	---	---	---	--
South Middleton Twp.	---	---	105	73	40	81	75	63	80	44
South Newton Twp.	---	---	---	---	---	---	---	---	13	12
Upper Allen Twp.	50	123	78	86	22	104	296	97	228	59
Upper Frankford Twp.	---	---	---	---	---	---	---	---	---	27
Upper Mifflin Twp.	---	---	---	---	---	---	---	---	---	13
West Fairview Boro.	---	---	---	---	---	4	1	---	---	1
West Pennsboro Twp.	---	---	---	---	---	---	---	---	---	49
Wormleysburg Boro.	55	20	29	5	4	---	16	---	1	7
TOTAL	722	1140	1756	1592	823	989	1106	1795	1403	827

*Includes mobile homes.

Source: Tri-County Regional Planning Commission

APPENDIX V

CUMBERLAND COUNTY

Municipal Real Estate Tax Rates and Duplicates[a]

1979 - 1980

	1979		1980		Change		
	Tax Rate	Real Estate Duplicate	Tax Rate	Real Estate Duplicate	Tax Rate	Duplicate $	Duplicate %
County							
Cumberland	9.0	$4,105,848	7.0	$3,310,033	-2.0	$-795,815	-19.4%
Boroughs							
Camp Hill	20.0	548,583	20.0	550,042	-	1,459	0.3
Carlisle	18.0	750,104	20.0	853,956	2.0	103,853	13.8
Lemoyne	14.0	185,511	14.0	189,966	-	4,455	2.4
Mechanicsburg	8.0	169,011	10.0	218,474	2.0	49,464	29.3
Mt. Holly Springs	6.0	22,955	6.0	23,154	-	199	0.9
New Cumberland	14.0	269,278	14.0	270,811	-	1,533	0.6
Newburg	2.0	921	2.0	939	-	18	2.0
Newville	5.0	11,311	8.5	19,273	3.5	7,962	70.4
Shippensburg	21.5	241,765	23.5	268,757	2.0	26,992	11.2
Shiremanstown	10.0	38,166	12.0	46,884	2.0	8,718	22.8
West Fairview	12.0	17,815	12.0	17,998	-	183	1.0
Wormleysburg	13.0	99,732	13.0	101,277	-	1,545	1.5
Townships							
Cooke	9.0	7,355	9.0	7,304	-	-51	-0.7
Dickinson	2.0	13,532	3.0	21,715	1.0	8,183	60.5
East Pennsboro[b]	7.0	254,788	7.0	268,161	-	13,373	5.2
Hampden[b]	4.5	298,486	4.0	277,664	-0.5	-20,822	-7.0
Hopewell	3.5	11,533	3.5	12,612	-	1,079	9.4
Lower Allen[b]	6.0	263,847	6.0	269,734	-	5,887	2.2
Lower Frankford	5.0	11,030	2.0	4,620	-3.0	-6,410	-58.1
Lower Mifflin	2.5	5,496	2.5	5,858	-	362	6.6
Middlesex	2.0	24,114	2.0	25,946	-	1,832	7.6
Monroe	3.0	37,335	3.0	39,621	-	2,286	6.1
North Middleton	4.0	73,603	4.0	76,396	-	2,793	3.8
North Newton	2.0	8,340	2.0	8,653	-	313	3.8
Penn	1.0	4,005	1.0	4,192	-	187	4.7
Shippensburg	1.0	2,351	1.0	2,386	-	35	1.5
Silver Spring	6.0	111,982	6.0	119,476	-	7,494	6.7
Southampton	1.5	11,135	1.5	11,392	-	257	2.3
South Middleton	3.0	71,577	3.0	73,779	-	2,201	3.1
South Newton	2.0	4,089	2.0	4,301	-	211	5.2
Upper Allen[b]	3.0	76,434	3.0	80,282	-	3,848	5.0
Upper Frankford	2.5	5,811	2.5	6,283	-	472	8.1
Upper Mifflin	3.0	5,462	3.0	5,692	-	230	4.2
West Pennsboro	2.5	22,069	2.5	23,342	-	1,273	5.8

[a]Tax rates and duplicates are based on Cumberland County's assessment ratio of 25 per cent.

[b]First Class Township.

Source: Pennsylvania Economy League, "Tax Rates and Property Valuations - Part I Cumberland County - 1980," *PEL Comment*, March, 1980.

APPENDIX VI

COMPARATIVE TAXATION EFFECTS FOR SELECTED WEST SHORE MUNICIPALITIES

HERE'S HOW MUCH YOU PAY

Tax figures are based on a couple with a single income of $12,000 from a job with an occupational assessment of $500, and a home with an assessed valuation of $7,000 in Cumberland and Perry counties and $3,920 in York County.

	Municipal	School	County	Total	Annual Sewer Bill	Annual Trash Bill	Tax, Trash, Sewer Total
1. Wormleysburg	$171	$710	$59	$940	$164	$34	$1,138
2. Lower Allen Twp.	$122	$731	$59	$912	$136	$66	$1,114
3. Fairview Twp. (Green Lane Farms)	$107	$696	$53	$856	$188*	$53	$1,097
4. Upper Allen Twp.	$96	$658	$59	$813	$222	$60	$1,095
5. West Fairview	$154	$691	$59	$904	$144	$36	$1,084
6. New Cumberland	$168	$712	$59	$939	$100**	$42	$1,081
7. Camp Hill	$200	$771	$59	$1,030	$0	$48	$1,078
8. Silver Spring Twp.	$117	$596	$59	$772	$244***	$60	$1,076
9. East Pennsboro Twp.	$124	$691	$59	$874	$156	$36	$1,066
10. Marysville	$180	$522	$150	$852	$163	$48	$1,063
11. Lemoyne	$183	$698	$59	$940	$120**	$0	$1,060
Shiremanstown	$159	$658	$59	$855	$136	$48	$1,060
13. Fairview Twp. (New Market Area)	$107	$696	$53	$856	$120*	$53	$1,029
14. Mechanicsburg	$131	$658	$59	$848	$160****	$12	$1,020
15. Hampden Twp.	$103	$596	$59	$758	$144	$60	$962
16. Monroe Twp.	$91	$596	$59	$746	$0	$72	$818
17. Middlesex Twp.	$89	$596	$59	$744	$0	$60	$804

*Fairview Twp. has two sewer districts, each with a different rate. Most of the township is without sewers.

**Actual rates are based on water consumption; averages are listed.

***Most of the township is without sewers.

****Actual rates are based on number of plumbing fixtures in a household; an average is listed.

Source: *The Patriot*, August 5-6, 1980.

APPENDIX VII
SELECTED LOCAL TAXES, CUMBERLAND COUNTY, 1980

Political Unit	Real Estate (Mills)	Wage	Per Capita	Occu-pation	Realty Transfer
County	7	-	$5	-	-
Boroughs					
Camp Hill	20	½%	$5	-	½%
Carlisle	20	½%	$5	$10	1%*
Lemoyne	14	½%	$5	$15	½%
Mechanicsburg	8	½%	$5	$5	½%
Mt. Holly Springs	6	1%	$5	$10*	1%*
Newburg	5	1½%	---$5---		-
New Cumberland	14	½%	$5	-	
Newville	15	1%	$5	3 mills	½%
Shippensburg	23½	1%	$5	$5	1%
Shiremanstown	12	½%	$5	$5	1%
West Fairview	12	½%	$5	-	½%
Wormleysburg	13	½%	$5	$10	½%
First Class Townships					½%
East Pennsboro	7	½%	$5	$5	
Hampden	4	½%	$5	$5	½%
Lower Allen	6	½%	$5	$10	½%
Upper Allen	3	½%	$5	$5	½%
Second Class Townships					½%
Cooke	14	1%	$5	-	
Dickinson	3	1%	$5	$10*	1%
Hopewell	3½	½%	$5	-	½%
Lower Frankford	2	½%	$5	30 mills	½%
Lower Mifflin	2½	1%	$5	-	½%
Middlesex	2	½%	$5	$5	1%*
Monroe	3	½%	$5	-	½%
North Middleton	4	1%*	$5	$5	½%
North Newton	2	1%*	$5	-	1%
Penn	1	1%*	$5	-	1%*
Shippensburg	1	½%	-	1 mill	1%*
Silver Spring	6	½%	$5	$5	1%
Southampton	1½	½%	$5	-	½%
South Middleton	3	1%*	$10*	$10	1%
South Newton	2	1%*	-	4 mill	1%*
Upper Frankford	2½	-	$5	-	½%*
Upper Mifflin	3	½%	$5	-	½%
West Pennsboro	2½	1%*	$3	-	½%
School Districts					1%*
Camp Hill	68	½%	$15	$10/39%**	½%
Cumberland Valley	48	½%	$10	$5/35%**	½%
Mechanicsburg	59	½%	$10	$5/32%**	½%
West Shore		½%	$10	39%	½%
Fairview Twp.	107.5				
Lemoyne	60.4				

Lower Allen Twp.	65.1					
New Cumberland	62.4					
Wormleysburg	62.2					
East Pennsboro	58	½%	$10		$5/40%*,**	½%
Big Spring	50	1%	$5		$5/32%**	1%
Carlisle	55	1%*		---$10---	/20%**	1%*
South Middleton	61	½%		---$10---	/22%**	1%*
Shippensburg		1%		---$10---	/31%**	1%
Franklin County	78					
Cumberland County	66					

*Split between municipality and school district.

**Most school districts levy a flat fee occupational privilege tax in addition to a percentage occupation tax.

APPENDIX VIII
CUMBERLAND COUNTY LIBRARY SYSTEM

CCLS Office 158 West High St. Carlisle, PA 17013 243-6108 *Toll free numbers: From West Shore--697-0371, ext. 376 From Shippensburg--532-7286, ext. 376	Mon-Fri	9 A.M.-1 P.M.
Amelia Givin Free Library North Baltimore Ave. Mt. Holly Springs, PA 17065 486-3688	Mon-Fri Wed-Sat Tue-Fri	2-5 P.M. 9-11:30 A.M. 7-9 P.M.
Bosler Free Library 158 West High St. Carlisle, PA 17013 243-4642	Mon-Fri Sat	10 A.M.-9 P.M. 10 A.M.-5 P.M.
John Graham Newville Public Library 9 Parsonage St. Newville, PA 17241 776-5900	Mon-Fri Wed-Sat Tue-Fri	3-5 P.M. 9-11:30 A.M. 7-9 P.M.
Mechanicsburg Area Public Library 51 West Simpson St. Mechanicsburg, PA 17055 766-0171	Mon-Fri Sat	10 A.M.-5 P.M., 6:30-8:30 P.M. 10 A.M.-2 P.M.
New Cumberland Public Library 1 Benjamin Plaza New Cumberland, PA 17070 774-0403	Mon-Thu Fri-Sat	10 A.M.-9 P.M. 10 A.M.-5 P.M.
Shippensburg Public Library 73 West King St. Shippensburg, PA 17257 532-4508	Mon-Fri Sat	9 A.M.-9 P.M. 9 A.M.-5 P.M.
West Shore Public Library 30 North 31st St. Camp Hill, PA 17011 761-3900/01	Mon-Fri Sat	9 A.M.-9 P.M. 9 A.M.-5 P.M.
Plainfield Mini-Library St. Matthews Lutheran Church Plainfield, PA 17081 249-4131	Mon Wed	2-5 P.M., 6-8 P.M. 6-8 P.M.

*Toll free numbers were installed as this report was going to press.

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